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AN ANALYSIS OF THE
U. S. NAVAL RESERVE PUBLIC AFFAIRS COMPANY PROGRAM

JOHN C. MAC KERCHER

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THESIS

AN ANALYSIS OF THE
U. S. NAVAL RESERVE PUBLIC AFFAIRS COMPANY PROGRAM

By

John C. MacKercher

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(B. A., Michigan State University, 1950)

Submitted in Partial Fulfillment Of The Requirements
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BOSTON UNIVERSITY
SCHOOL OF PUBLIC COMMUNICATION
DIVISION OF PUBLIC RELATIONS

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AN ANALYSIS OF THE
U. S. NAVAL RESERVE PUBLIC AFFAIRS COMPANY PROGRAM

By

John C. MacKercher

An abstract of a thesis entitled

AN ANALYSIS
OF THE
U. S. NAVAL RESERVE PUBLIC AFFAIRS COMPANY
PROGRAM

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Boston University
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Division of Public Relations

November 1968

The American public's interest in its armed forces has greatly increased during the past quarter of a century, due to a number of societal factors.

The U. S. Navy, like the other services, is perceptive to this interest, and aggressively seeks to engender public understanding and support for its mission, as well as recognition for its men.

Today's Navy conducts a comprehensive public relations program which corresponds to almost every facet of public relations as it is now practiced by civilian professionals.

One significant part of the Navy's program is represented by a unique reservoir of experienced manpower which is of invaluable assistance in mass communications and public relations endeavors. This reservoir is comprised of reservists on inactive-duty, who are members of the Naval Reserve Public Affairs Company Program.

The Program's operation is discussed in detail. An intensive examination is made of public relations objectives set forth for these companies, as well as the scope of projects they are conducting to

achieve these goals. Specific skills are observed and techniques discussed, as are the motivational factors which cause reservists to affiliate in non-pay Specialist Units of the Naval Reserve.

Questionnaires, personal interviews, and correspondence with personnel who work in and with this Program reveal a significant strength possessed by these units, which is not currently being employed to a degree commensurate with its potential.

In addition, problem areas are isolated and defined, and recommendations for improvement of the Program are provided.

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INTRODUCTION

The purpose of this study is to attempt to: analyze the Naval Reserve Public Affairs Company Program in order to determine how it functions; evaluate the effectiveness of the Program as it is now operating; ascertain problems of significance and the means by which they have or can be resolved; and to provide recommendations for improvement.

The gathering of research material has been accomplished generally through: an extensive search of existing Navy regulations, instructions and files which pertain to the Program; four sets of questionnaires which were directed to personnel involved at all levels in the Program; and personal interviews, telephone interviews, and correspondence with key personnel throughout the U. S. who are responsible for directing and guiding the efforts of these public affairs units.

Data obtained by this methodology was then evaluated and interpreted through the author's experience as a Navy Public Affairs Specialist, which is supported by the academic instruction derived during graduate study at Boston University's School of Public Communications.

CHAPTER I

NAVY PUBLIC AFFAIRS

Navy Public Affairs Regulations defines public affairs, which for the purpose of this study will be synonymous with public relations in the civilian sense, as that field which includes all contacts with the public and the effect of these contacts on the Navy, evaluation of public opinion and consideration of it in formulating and administering Navy policies, dissemination of information to the public, and actions taken to promote understanding and good will between the Navy and the general public.

Such a definition, nor the evolutionary change in official Navy Department policy which acknowledges the need for it, did not always exist. What was the impetus?

RIISING TO THE NEED

In the summer of 1941, the American public saw or heard comparatively little concerning the operations and activities of its armed forces.

A military draft had been enacted in 1940, and some young men were being called into service. There was talk of need for strengthening our Navy to meet a two ocean commitment. The war in Europe was menacing, but distant. The Japanese were carelessly stereotyped as stunted, "yellow" people who manufactured cheaply copied products.

Generally, military affairs prior to Pearl Harbor, gained minimal news coverage by today's standards. Public attention did focus on the Army and Navy--briefly in 1917 and 1918--when our nation was involved in a World War. Soon after the Armistice, however, Americans wanted to forget about the military, as they had following each war in which our United States had been involved.

At the same time, the Army and the Navy did not demonstrate particular interest in bringing their story to the public's attention. Operation of the military depended on decisions made by admirals and generals within the framework of the authority delegated to them by the elected and appointed civilian leadership of our country. Appropriations, then, as now, came from Congress. It was important for Congress to support the armed forces, but beyond that--the military were comfortably isolated from close inspection by public apathy.

The Japanese attack on December 7, 1941, dramatically changed this relationship. It has never returned to a pre-Pearl Harbor "normalcy".

The United States involvement in World War II touched the lives of nearly every American family. With sixteen million men and women in uniform¹ and our national security at stake, information about the war and the forces it engaged was a democratic necessity.

The armed forces responded positively, if slowly at first. Public information personnel were recruited and organizations established to help in reporting news back to the homefront. The Army and the Navy accepted their public information responsibility to the American people

¹Information Please Almanac 1960, vol. 14, 1960, p. 416.

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for the "duration".

Advanced and increasingly effective communications provided the press and radio with more rapid means of reporting the war to the people at home. Talented men like Ernie Pyle and Edward R. Murrow answered the need of the public by helping them to view and monitor the dimensions of the conflict.

Distant battlefields like Algiers, Sicily, Bastogne, Saipan and Okinawa became symbolically significant to the American people. Eisenhower, MacArthur, Nimitz and Halsey became household names for millions. The B-17 bomber, the flamethrower, and the PT boat became common terminology in the daily language of the American people.

The military establishment learned a lesson from its WWII foray into wartime public relations. Democratic support by the American public could be fostered through understanding. Understanding could be generated by aggressive information strategies and skillful public relations tactics.

The newly created Air Force grasped the initiative with ardor and startled the Army and Navy with its successful efforts to capture the recognition, admiration and support of the American people. More than one field general and fleet admiral blanched at a popular notion that strategic bombing had humbled the Axis into "unconditional surrender".

Our nation's post-war defense budget, which was hopefully pared by the Congress, mirrored the Air Force's effectiveness in its public relations effort to get adequate appropriations for its hardware.

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In a country which traditionally had been suspect of military overtures to maintain itself forcefully in peacetime, ingenuity, resourcefulness and aggressiveness in public relations had become factors in the military's arsenal to combat the complacency of public apathy.

In the late forties, however, seemingly protected by the umbrella of our atomic superiority, it appeared public apathy toward military affairs might again be the mood.

The Korean War jolted this apathy. Global tensions have not relaxed appreciably since that time, nor have our armed forces' efforts to reach the American public with their information messages.

FACTORS FOR CHANGE

Many factors bear the responsibility for this increased public willingness to share its attention and interest with a facet of society which it formerly rewarded with little more than an occasional fleeting glance.

One obvious factor already mentioned is global tension. The Armed Forces of the United States have had to maintain the security of the American people without respite for more than a quarter of a century in a world wrought by international turbulence. Thousands of lives have been sacrificed and millions more disrupted by military service. Such employment of a nation's manpower captures the attention of its people.

In "Consensus and Mass Communications", Louis Wirth wrote, "If men of diverse experiences and interests are to have ideas and ideals in common they must have the ability to communicate."²

²See Schramm, Wilbur, Mass Communications, 2nd ed., p. 365.

Since 1941, more than 28 million or at least one-eighth of our present population have served in the armed forces. Their wives, children, parents, relatives and friends explode this figure to a preponderant majority of Americans who have shared a commonality of experience--either having been in the armed forces, or having someone you care for who is or was.

It is interesting to note that for the past 23 years, our nation has been guided by Presidents who have had military service (Truman, Eisenhower, Kennedy and Johnson), as have many of our other key elected and appointed officials on all levels of government. Consider the backgrounds of today's authors, actors, educators, newsmen, industrial and labor leaders, etc., and you see further the significance of this commonality and its implications related to communication within our society.

Another factor is the technological means by which mass communications can reach the public. The giant leaps within this field have greatly enhanced the public's ability to obtain information about the military as well as other facets of our society. Consider the technological achievements which enable correspondents to report battles in Vietnam to the American people before the combat action ends. Transistorized cameras with sound-on-film capabilities bring the sights and sounds of the Vietnam War into American homes on the date they occur (with an assist from the International Date Line).

Leo Bogart pointed out in "The Growth of TV" that man now has more leisure time activity to devote to entertainment and

information, because of the shorter work week and time-saving gadgets.³ This factor appears to be of ancilliary consequence to the public's increased interest in the military.

Another factor is the physical presence of the military establishment in our environment. Air Force bases, Army installations, Navy shipyards, radar sites and missile bases--inconspicuous as the military would sometimes like them to be--are evident in many parts of our nation. Three million servicemen and their families are integrated into our society. For the sake of favorable public relations, they are encouraged by their services to be a part of their civilian communities. They take an active part in youth activities, PTA, civic clubs and other organizations. Their economic participation in community life is a sought after commodity by businessmen in the areas in which military families reside.

For many years now, the Defense Budget has closely hovered near fifty percent of our total federal expenditures. Seventy-one billion dollars plus echoes loudly in the chambers of our nation's economy. Close an Army arsenal, move a Navy shipyard, or cancel a Defense contract, and it is apparent that money attracts public attention as well as fiscal dependency.

Another factor, as far as the news reporting function is concerned, should be the conscientious effort by segments of the news media to meet the requirements outlined by the Commission on Freedom of the Press. The Commission calls for a truthful, comprehensive and intelligent account of the day's events in a context which gives meaning. Peace and national security are considered by many as the

³Ibid, p. 99.

primary goals for American society. Media treatment of the military in recent years can be regarded as a reflection of a responsibility to meet the public need and right for information about the manner and means by which our armed forces are protecting U. S. security.

Whatever the factors are, which have stimulated Americans' interest in their military establishment, the U. S. Navy now demonstrates a keen awareness of the need to satisfy that interest through its public relationships.

THE COURSE IS CHARTED

The Navy's top man in uniform, Admiral Thomas H. Moorer, the Chief of Naval Operations, demonstrates a perceptive recognition for the importance of public relations--and particularly that aspect relating to informing the public through the news media. In March of 1968, Admiral Moorer addressed his thoughts and policy on this area in a letter which was forwarded to every admiral in the Navy. The contents of this letter are germane to this study because the content clearly reflects the Navy's top echelon attitude and everyday philosophy toward public relations and information. Admiral Moorer's letter reads:

Today, perhaps more than at any time in the immediate past, public affairs in the Navy demands the constant attention and individual support of our senior officers.

Near instantaneous news media communications add to the striking speed with which a major news story can break, and be read as well as seen and heard by the public. The embarkation of news media representatives in ships off Vietnam and in RANGER (an attack aircraft carrier) in the Sea of Japan (in February 1968 during the initial stages of the USS FUEBLO crisis) is an example of this instant feedback.

I take this opportunity to single out the responsibility of the Navy's Office of Information. Its Chief, and his personnel, are tasked with operating as effectively as possible in a news environment which can be as friendly one moment as it can be hostile the next.

To be effective, CHINFO (the Chief of Information) must be able to disseminate news about the Navy as accurately and quickly as practicable. In order to accomplish this end, the Chief of Information must be cognizant of, and, at times intimately acquainted with the many plans, programs and problems which affect our service and its global operations and commitments. A sluggish or incomplete public affairs action can be as unfavorable as no public affairs action.

The Office of Information must do more than just react to news inquiries which too often are complicated by being tied to too short a fuse. Sometimes the reaction and the short fuse cannot be avoided. But when they can, they must!

In many past instances, our public affairs personnel could have turned an unnecessarily troublesome news event into a more favorable account had they been given foreknowledge that the event or circumstances existed or were about to occur.

The Office of Information must be able, whenever feasible, to carefully study and evaluate Navy matters in view of their public affairs implications. Only by so doing, can CHINFO and field PAOs (public affairs officers) provide the public affairs program which we must have. In order to study a problem, one must know of its existence and have access to the relevant facts and background information. CHINFO must then have your help and mine in getting the word.

Another point to keep in mind is that not all news can be favorable when it concerns an organization as large as the Navy. Bad news cannot be hidden! It will not go away! To the contrary, adverse news usually thrives when the facts are withheld. A newsman who is denied unclassified facts is forced to resort to speculation or other sources--who are, all too often, less authoritative. It is just such speculation or hearsay that magnifies the trivial into the consequential.

Therefore, the following actions and cooperation on your part are as highly desirable as they are necessary.

1. Think of CHINFO and your PAO when you are confronted by a developing problem as well as an imaginative or worthwhile plan or program. What, if any, are the public affairs implications? Remember, too, you may overlook a sensitivity which our public affairs specialists have been trained to recognize. Contact CHINFO or the Force, Type Commander or Fleet PAO and apprise him of the situation and make the facts available to his office. The next step is his.

2. Instill in your people the need to respond quickly to the inquiries they receive from CHINFO. News is an extremely perishable commodity. Everytime our news officers permit an item to spoil, they reflect a Navy image of unprofessionalism to the news corps. In addition to being "quick", our people

must also ensure that the information they provide is accurate, timely and does not suffer from "broad brush" treatment. There is obviously a happy medium here between speed and thoroughness in making the decision.

I have gone into some detail on the actions I expect of you in connection with public affairs matters and the degree of cooperation you should provide. This is intentional. I want you to know how significantly I view this particular command responsibility.

Buttressed by this crystal-clear doctrine which emphasizes the need for command attention to its public relationships, today's Navy has a viable public relations program reaching into nearly every aspect of public relations as it is now conducted by civilian practitioners. This Navy program responds to the legitimate needs, interests and inquiries of the news media; actively supports a comprehensive community relations effort; energetically strives to fulfill the interest and needs of its internal public; participates widely in special events of local, national and international significance; and generally attempts to sustain the public's support through understanding.

THE MANPOWER STRUCTURE

The Navy's Chief of Information, a Rear Admiral who is headquartered in Washington, D. C., is responsible for the specific planning and implementation of all Department of the Navy public affairs. Programs relating to this field, and especially news releases of national or international import, must be coordinated with and approved by the Assistant Secretary of Defense for Public Affairs. Therefore, it is necessary that any public relations effort or problem which is of other than local consequence must be brought to the attention of CNINFO, so that appropriate coordination at the seat of government can be accomplished.

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DEPARTMENT OF CHEMISTRY

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As Admiral Moorer stressed in his letter to the Navy's most senior officers, public affairs matters are a function of naval command. Each officer—from ensign to admiral—who is in command, is responsible to higher authority for the effective conduct of public relations policies and programs. It is a responsibility which cannot be delegated. It is a responsibility which the Chief of Naval Operations expects to be carried out with professional vigor and acumen.

Consequently, every Navy command, both ashore and afloat, must have a public affairs officer who serves as advisor to his commanding officer on public affairs matters. It is these officers and their commanders who are the manpower structure through which the Navy and CHINFO implement their public relations program in the fleet and the field.

At present, there are 230 major Navy shore commands in the U. S., and 65 overseas. In addition, there are more than 900 commands afloat. Each of these commands is served by a full time or collateral duty public affairs officer. The Navy issues orders to 428 officers who are now assigned to full time public affairs jobs. The majority have had previous public affairs experience, training, or held educational qualifications in mass communications. Included in this group are 182 officers designated as public affairs specialists. These Special Duty Only officers have a code designator of 1650, if they are in the Regular Navy, or 1655 if they are Naval Reservists. Every officer with a 165X designator has been screened for professional qualifications in the mass communications field and recommended for such a specialist category by the Chief of Information. Additionally,

there are approximately 900 enlisted men who specialize as journalists and possess varying skills in mass communications, such as reporting, broadcasting, photojournalism, speech writing, etc.⁴

The collateral duty public affairs officer is selected by his commanding officer. Guidelines provided by the Navy stipulate that officers selected for such assignment are expected to possess professional qualifications or high motivation and intelligence in public affairs matters.

While the Chief of Information and his Pentagon staff handle nationally important public affairs matters, there are several other key public affairs offices throughout the Naval Establishment which are essential to the Navy's overall public relations program.

Atlantic Fleet Headquarters in Norfolk, Virginia has a staff of seven PAOs ably supported by a number of enlisted journalists. Pearl Harbor, Hawaii is the headquarters for the Pacific Fleet. Its Public Affairs Office also is staffed by seven officers, plus enlisted men who specialize in public affairs operations. Supporting these fleet commands are numerous forces such as those associated with destroyers, submarines, aircraft carriers, amphibious warfare, etc. who also engage individual public affairs staffs.

The Commander in Chief of U. S. Naval Forces in Europe is located in London, England. His PAO, a Commander, coordinates the extensive public affairs effort which is conducted by the Navy in the European area.

⁴Interview with Commander Douglas Madison, USN, CHINFO, Washington, D. C., October 16, 1968.

Four numbered fleets--the First in the Eastern Pacific, the Second in the Western Atlantic, the Sixth in the Mediterranean, and the Seventh in the Western Pacific--all have 1650 specialists heading the PAO staffs embarked in their flagships. These Navymen are continually working on high level programs which involve the Navy's public relationships at home and abroad.

Although the Navy, by virtue of the environment in which it operates, is associated with the sea, it nevertheless maintains a diverse complex of shore commands which span the United States and its territories. The fifty States are divided into fourteen Naval Districts, which are regionally defined by geographical interest.

The Commandant, a Rear Admiral, is in charge of the Naval District. He bears a significant public affairs responsibility. He is charged by the Chief of Naval Operations with coordinating public relations matters throughout his naval district and assuring integrated public relations programs. In essence, this requires the Commandant, and his special advisor--the Naval District Public Affairs Officer--to monitor and be involved in the local public affairs plans, projects and programs which relate to naval commands and installations in the District region. The Public Affairs Officer for the Ninth Naval District, which comprises an area of 13 midwestern states, estimates that his Commandant devotes at least 50 percent of his time to activities directly related to public relations.⁵ This is not an abnormal average when compared to the other 13 Commandants.⁶

⁵Telephone interview with Commander Edward Sullivan, USN, Ninth Naval District Headquarters, Great Lakes, Ill., October 16, 1968.

⁶Interview with Captain K. W. Wade, USN, Deputy Chinfo, Washington, D. C., October 16, 1968.

Additionally, CHINFO maintains branch public affairs offices which are located in New York, Chicago and Los Angeles. Although these regionally directed offices primarily work with mass communications media who are associated with national news coverage and entertainment, they remain available to assist in significant public affairs matters which take place at the local level.

Not described, but no less important to the Navy's public affairs output, are: the Fleet Home Town News Center which processes and distributes thousands of news releases concerning individual Navymen every month; the Seventh Fleet Public Affairs Office in Saigon which disseminates all news concerning Seventh Fleet ships and men who are involved in combat operations in the Vietnam War; the three Naval Training Centers located in San Diego, California, Great Lakes, Illinois, and Orlando, Florida; and scores of other commands who actively pursue aggressive, positive and effective public relations on a day to day basis at a local level.

Despite this impressive network of public affairs organizations which reach across our country and around the world, there remains a ceaseless need and demand for additional public relations assistance and expertise. Opportunities in local areas not served by active-duty public affairs officers can go unfilled as easily as problems can remain unresolved.

A UNIQUE RESERVOIR

For the past twenty years, the U. S. Navy has maintained a unique reservoir of experienced manpower which is of invaluable assistance in the field of public relations. This reservoir is made up of

Naval Reservists on inactive duty who are specialists in mass communications and related fields. They are members of what the Navy terms its Naval Reserve Public Affairs Company (NRPAC) Program.

These reservists are prepared to support and assist the Navy in attaining its national public relations objectives. The NRPACs are even more "at home" in developing strategies to counter public relations problems or facilitate opportunities of local importance. Such specialized reservists perform projects which cover a broad spectrum of public relations activities ranging from determining what to do with a captured German submarine to attaining the most benefit to the Navy from 150 eager high school journalists.⁷

The primary purposes of these units are twofold:

1. To provide a reserve of skilled manpower available to fill Navy public affairs billets in time of emergency.
2. To provide aid to the Chief of Information and the Naval District Public Affairs Officer to achieve Navy Public Affairs goals and to lend public affairs assistance to any and all components of the Regular Navy or of the Naval Reserve whenever such assistance is requested or can be offered.⁸

At present, there are NRPACs in 31 cities crisscrossing the United States.⁹ Numerical strength of the companies vary from as few as five members in Oklahoma City to as many as 41 reservists in Chicago. There are 396 Naval Reservists now affiliated with these units in the following areas:

⁷U. S. Navy, Office of Information, Direction, May, 1965, p. 2.

⁸U. S. Navy, Secretary of the Navy Notice 5720, Washington, D. C.: U. S. Government Printing Office, April 17, 1968, Appendix VII, p. 1.

⁹U. S. Navy, NRPAC Membership, Office of Information, Internal Relations Division, Washington, D. C.: September 6, 1968, p. 1.

TABLE 1

LOCATION AND MEMBERSHIP OF NRPACs

NRPAC No.	Location	Membership
1-1	Boston, Massachusetts	26
3-1	New York, New York	36
4-1	Philadelphia, Pennsylvania	7
4-2	Cleveland, Ohio	9
4-3	Columbus, Ohio	12
5-2	Louisville, Kentucky	14
5-4	Washington, D. C.	21
6-2	Atlanta, Georgia	8
6-3	Miami, Florida	7
8-1	New Orleans, Louisiana	7
8-3	Dallas, Texas	7
**8-7	Houston, Texas	
8-8	Corpus Christi, Texas	10
8-9	Oklahoma City, Oklahoma	5
9-1	Indianapolis, Indiana	9
9-2	Chicago, Illinois	41
9-3	St. Louis, Missouri	10
9-4	Kansas City, Missouri	16
9-5	Milwaukee, Wisconsin	12
9-6	Detroit, Michigan	16
9-7	St. Paul, Minnesota	5
9-8	Topeka, Kansas	9

TABLE 1-Continued

NRPAC No.	Location	Membership
9-9	Springfield, Illinois	8
9-10	Fort Wayne, Indiana	8
9-11	Denver, Colorado	12
9-12	Sioux City, Iowa	10
9-14	South Bend, Indiana	8
11-2	Los Angeles, California	25
12-1	San Francisco, California	14
13-1	Seattle, Washington	15
13-2	Portland, Oregon	9
		Total
		396

**Note: 8-7 was reactivated on July 1, 1968. Data has not yet been received by CHINFO concerning membership.

Criteria for membership in the NRPACs stipulate that Naval Reserve officers and enlisted men on inactive duty with either Navy or civilian experience in mass communications and public relations or other officers whose association will benefit the Navy are eligible. The Navy, for the purpose of this criteria, defines mass communications and related fields as public relations, advertising, editing, reporting, free-lance writing, photography, broadcasting, telecasting, publishing and motion pictures.¹⁰

¹⁰ U. S. Navy Public Affairs Regulations, Washington, D. C.: U. S. Government Printing Office, 1965, p. 71.

It is interesting to note that reserve officers from the other services can also serve voluntarily with the NRPACs. A recent roster of the members of NRPAC 1-1 in Boston indicates that six officers from other services are affiliated with this unit including: two commanders and one lieutenant commander in the Coast Guard Reserve; an Air Force Reserve colonel; and an Army Reserve colonel and first lieutenant.

In establishing and maintaining such NRPACs, the Navy can expect diverse and competent assistance in a wide field of public relations activities. These activities include, but are not limited to:

- developing, coordinating and conducting Navy-oriented programs before civilian organizations;

- arranging such special events as air shows, ship visits, indoctrination cruises aboard naval ships for civilian opinion leaders, exhibits and displays, parades, commemorative ceremonies, speaking engagements, and seminars;

- participation in programs which assist in the recruiting and retention of personnel into the naval service;

- developing news media coverage of naval events, operations, activities and personnel;

- preparing news releases, radio and television announcements, and other publicity materials;

- assisting Regular Navy Public Affairs Officers in specific local public relations problems;

- and providing the Navy with advice and information concerning potential public relations problems, opportunities and trends related to the local area.¹¹

¹¹Public Affairs Regulations, pp. 72-73.

It has not yet been necessary for the Navy to involuntarily recall personnel to active duty who are members of the NRPACs. However, should the need arise for rapid expansion of this specialty, the Naval Reserve Public Affairs Company program provides the Navy with a significant source of experienced and trained manpower who can quickly assume responsibilities. Seven former members of NRPACs have volunteered to return to extended active duty in the last year. One captain now serves as Director of the Fleet Home Town News Center; another Captain is PAO for the Supreme Allied Commander for NATO Forces in the Atlantic; another captain is PAO for the Commander of Allied Forces in Southern Europe; yet another captain serves as Director for the Plans Division in the Office of Information; a lieutenant is now serving with the Internal Relations Division of the Office of Information; a lieutenant junior grade is serving in the Public Affairs Office of the First Naval District; and a lieutenant commander is in the Public Affairs Office for the NATO Military Standing Committee. All these former NRPAC members are in highly responsible public affairs assignments, and all have distinguished themselves in meeting the demanding responsibilities of their jobs.¹²

The rise of public relations in the Navy has been traced, and some of the factors which have contributed to increased public interest in military matters outlined. One can see that today's top level Navy leadership has charted a steady and true course for its public affairs program. This broad, yet diverse effort is being actively pursued

¹²Interview with LCDR R. H. Kent, USN, CHINFO, Washington, D. C., October 17, 1968.

throughout the Navy in order to achieve the objective of public understanding and support. The Naval Reserve Public Affairs Company Program is an integral component of this comprehensive effort.

CHAPTER II

THE NAVAL RESERVE PUBLIC AFFAIRS COMPANY PROGRAM

Since the United States Naval Reserve came into existence on March 3, 1915, the U. S. Navy has depended on reserve manpower to augment the Regular Navy forces in time of war or national emergency.

In WWII for instance, 80 percent of the Navy personnel who took part in that conflict were reservists. Even today, as the Vietnam War continues, the Navy proudly acclaims that more than 100,000 reservists have served on active duty.¹³

There are now more than half a million personnel in the Naval Reserve Program. The effectiveness of this training effort is substantiated by the fact that the Navy budgets for the operation and maintenance of over 400 Naval Reserve Training Centers and Facilities throughout the United States.¹⁴

There are two general program categories within the Naval Reserve. They are the Selected Reserve and Phased Forces.

Members of the Selected Reserves are officer and enlisted personnel who will augment the Regular Navy on the day the President or Congress mobilizes the reserves. These personnel receive drill pay for their participation in the Selected Reserve Program.

Reservists in the Phased Forces are normally officers and some enlisted personnel who serve in Specialist Units, such as a Naval Reserve Public Affairs Company. Except for specific administrative

¹³U. S. Navy, Prospective Commanding Officer's Guide for Naval Reserve Training Center, June 1968, p. 9.

¹⁴Ibid., p. 10

positions, members of these Specialist Units do not draw any pay for the drills (meetings) they attend in connection with their reserve participation.

Other Specialist Units in the Phased Forces category are organized in the following programs: medical, dental, chaplain, law, petroleum, naval research, naval engineering, supply, political-military affairs, and Naval Reserve Officer Schools.

These Specialized Units strive to broaden the professional knowledge of reservists on inactive duty through guided study and training. In time of war, or national emergency, manpower from these Phased Forces could be available for mobilization to strengthen the Regular Navy.

Although the Navy regards the mobilization mission of NRPAC reservists of primary importance, this study will not be directed at this aspect of the overall program, inasmuch as it relates to the technical administration of personnel requirements, assignments, active duty training and preparedness for a wartime emergency.

PROGRAM ORGANIZATION AND ADMINISTRATION

NRPACs are established by the Chief of the Bureau of Naval Personnel with the approval of the Chief of Naval Operations.

The procedure for establishment of a NRPAC can best be explained by an example. Twelve reservists living in an area not having a NRPAC decide to initiate a request for a NRPAC establishment. This request is forwarded to the Naval District Commandant in which the city is located geographically. A minimum of fifteen reservists, who are qualified as public affairs specialists or in mass communication,

are required by Defense Department guidelines before establishment purportedly can be approved. However, in this example, the Commandant desires that a company be formed to assist in the Navy's public affairs program in the proposed city. His public affairs officer evaluates the potential membership's qualifications, and a favorable recommendation is forwarded to the Bureau of Naval Personnel (BuPers) in Washington, D. C. This organization, before acting on the request, seeks the further evaluation and recommendation of the Chief of Information. CHINFO, who is Program Sponsor for the NRPACs on a national level, provides technical advice and assistance in the program administration and training of the companies. After looking at the request from a national public affairs view, as well as the Commandant's favorable reaction to the local or regional need, CHINFO recommends approval. In nearly every case, unless budgetary limitations or some other consideration is in conflict, BuPers approves the request and a NRPAC is established.

The District Public Affairs Officer, in behalf of the Commandant, assists the reservists in organizing the new company. This involves issuing orders to the commanding officer, which is with the concurrence of CHINFO, and to other members of the company. He also helps to arrange the training curriculum. In this respect, another naval command becomes involved. The Commander of the Naval Reserve Training Command directs and supervises the training program and administration of the new NRPAC. Officers from this command, which is located in Omaha, Nebraska, will annually inspect the NRPAC, as they do all Phased Forces Specialist Units. The Commander of the

Omaha command, however, works for the most part through the District Commandant.

Still another naval organization has a specific interest in the new NRPAC. This additional command is headed by the Naval Reserve Group Commander, who like the NRPAC reservists, is a reservist on inactive duty. This officer, who is normally the senior inactive Naval Reservist in the area, is charged with the responsibility of training and administration of all reserve units in the city in which the NRPAC is located. He is especially important to the commanding officer of the new NRPAC, because the Reserve Group Commander annually prepares and signs the commanding officer's fitness report (performance evaluation).

The Commander of the Naval Reserve Training Command has issued a standard organization for Specialist Units like the NRPAC. In promulgating his instructions for this organization, the admiral explained that inspections of Specialist Units have revealed a great need for better organization. He asserted that small units have a tendency to become a "one-man-show", wherein the commanding officer fails to organize and delegate assignments. This organization, if necessary, calls for an officer to be given more than one staff assignment in order to conform to the recognized structure. If enough officers are available, a single staff assignment should be given to individuals, and assistants appointed whenever feasible.¹⁵

Figure 1, which follows, depicts the standard organization as promulgated for the NRPACs.

¹⁵U. S. Navy, Commander Naval Reserve Training Command Instruction 5400.3, September 2, 1958, Encl. (1), p. 1.

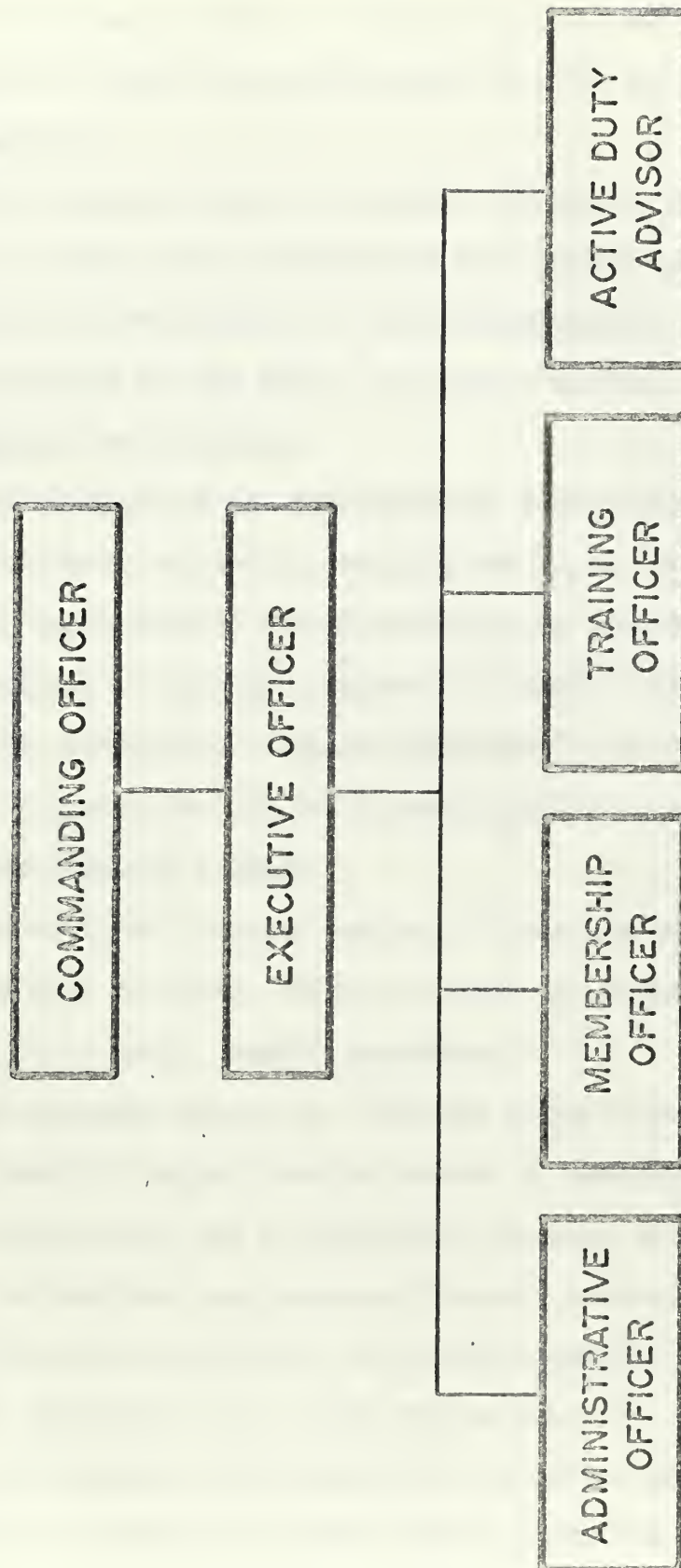


Fig. 1--Standard NRPAC Organization

The commanding officer of the unit directs all of its activities and performs the tasks of any active-duty CO which are prescribed by Navy Regulations.

The executive officer is the chief assistant, and like the CO, performs those duties prescribed by Navy Regulations. In addition, he evaluates the effectiveness of the training program and maintains evaluation records for the NRPAC. He is also the unit advisor for career planning and retirement.

The organization has four principal staff officer posts which are administrative, membership, training and active duty advisor.

The administrative officer maintains all records, except for those pertaining to training, prepares all reports, maintains files for the unit, insures that required publications and instructions are available, maintains the officer fitness report file, and records members' participation records.

The membership officer recruits officers and enlisted men for affiliation with the NRPAC. He also strives, by contacting members, to maintain the highest possible attendance.

The training officer is: chairman of the program committee; plans the training program; advises members of available Naval Reserve Officer School courses and correspondence programs; insures that training aids are available; and maintains training records.

The active duty advisor, as his title implies, informs members concerning opportunities for active duty assignments. He also notifies members of appropriate duty projects, and keeps the membership acquainted with information on active duty opportunities with the Regular Navy.

The Director for the Internal Relations Division of CHINFO, who oversees the NRPAC Program for the Chief of Information, pointed out that the NRPACs are permitted great flexibility in the individual organizational structuring of their units. This is due to the wide variance in company size and project capability.¹⁶ The Public Affairs Officer for the Naval Reserve Training Command confirmed that this is the prevailing attitude on the part of his command.¹⁷

The NRPAC can either choose to meet 24 or 48 times annually. Determination of this factor depends on the reservists' civilian occupational patterns. Meetings are scheduled to last two hours on whatever day and time the commanding officer of the NRPAC prescribes. NRPACs are accorded unusual latitude in the locations at which they meet. Most reserve units must meet at the local Naval Reserve Training Center. However, the Navy recognizes that much of the public affairs work done by the NRPACs is accomplished outside the regularly scheduled meeting places. Therefore, a meeting site most convenient to the NRPAC members is permitted.

Four specific types of report are submitted by the NRPACs to CHINFO. These include: an Annual Report of Future Plans; a Quarterly Drill Report; a Training Schedule; and Project Reports.¹⁸

¹⁶Interview with Captain D. D. Overby, USNR, CHINFO, Washington, D. C., October 19, 1968.

¹⁷Telephone interview with Captain I. C. Griswold, USNR, Naval Reserve Training Command at Omaha, Nebraska, October 18, 1968.

¹⁸Navy Public Affairs Regulations, p. 73.

The Annual Report of Future Plans is a list of public affairs goals and plans which the NRPAC intends to achieve during the coming year. The goals are expected to be in accordance with those public affairs objectives which are included in the Department of the Navy's Annual Public Affairs Plan. The latter is forwarded to the NRPACs as soon as it is approved by the Secretary of the Navy. This NRPAC report is forwarded to CHINFO via the Naval District Commandant.

The Quarterly Drill Report reflects attendance by reservists at scheduled meetings and is submitted directly to CHINFO immediately upon completion of each calendar quarter.

In advance of each quarter, the NRPAC submits a Training Schedule to CHINFO, again via the District Commandant. This report projects what will occur at the future meetings. A training curriculum for the NRPACs is developed by the Bureau of Naval Personnel and covers 36 sessions. It is designed to familiarize reservists with current Public Affairs Regulations, but encourages instructors to supplement their lesson plans with current public relations material and discussion of local public relations problems.¹⁹ NRPACs also schedule guest speakers at their meetings, and slate work sessions on projects they have assumed.

Project Reports are submitted by the Commanding Officers of the NRPACs to CHINFO through the Commandant. Copies of the Project Report are also forwarded to the Naval Reserve Training Command and the Reserve Group Commander. In the case of major reports, an interim

¹⁹U. S. Navy, Curriculum for NRPAC Program, July 1968, pp. 7-8.

report may be filed until the complete report is prepared. Information in the Project Report includes: title; project officer or committee; nature of the project; action taken; and the commanding officer's remarks.

In addition, new NEFAC members must submit a Public Relations Data Card to CHINFO within 30 days after joining the units. This card includes personal data, civilian occupation, and a resumé of active duty Navy experience.

Prior to August 1 of each year, the NEFAC must also forward a current membership roster to CHINFO, via the Commandant. This list reflects changes occurring during the previous year which are applicable to the members' Public Relations Data Card. Another redundant requirement calls for the Commanding Officer of the NEFAC to ensure that all members of his company file a current Public Relations Data Card with CHINFO.²⁰

It is already apparent that the NEFACs are involved in a complex, overlapping, intra-command structure. These units are under the local supervision of the Reserve Group Commander, and regionally responsive to the Commandant through his FAO. Training and administration is monitored by the Naval Reserve Training Command in Omaha, as well as the Bureau of Naval Personnel and CHINFO in Washington, D. C. Guidance and assistance for local and regional plans, projects and programs, emanate from the District PAC, while CHINFO supports and directs the NEFACs' efforts on the nationally oriented level.

²⁰ Navy Public Affairs Regulations, p. 71.

The key Regular Navy representative, however, for everyday guidance and assistance to the NRPAC is the Naval District Public Affairs Officer or the NRPAC Program Officer who works for the PAO.

Navy Public Affairs Regulations embellishes this association by stressing that in order to develop the most effective public affairs program and to ensure maximum use of all public affairs personnel, both active and inactive, the closest possible liaison must exist between the NRPAC and District PAO.

Six NRPACs, which operate in Boston, New York, Philadelphia, New Orleans, San Francisco and Seattle, are located in the same cities as the Naval District Headquarters. Therefore, the District PAO or his Program Sponsor is normally available for personal guidance at any time. NRPAC 5-4 in Washington, D. C. can maintain close contact with the offices of CHINFO, although the Commandant with whom the company coordinates matters of local and regional interest is in Norfolk, Virginia. Both companies in Chicago and Milwaukee, NRPAC 9-2 and 9-5, respectively, are within 40 miles of the Ninth Naval District Headquarters. Other companies are located as far as several hundred miles away from their District Headquarters. This results in the disadvantage of not facilitating close in-person liaison with the District PAO. Geography makes it impractical, for instance, for the Ninth Naval District PAO to visit, with any frequency, each of the 13 NRPACs in his region. Consequently, these units and the PAO must maintain contact, for the most part, through the telephone and correspondence. The Ninth Naval District PAO, like some of his counterparts in other Districts, sponsors a two-day seminar (on a week-end) each year, during which

NRPAC members from throughout the region can discuss public affairs plans, projects, problems and techniques.

CHINFO previously held an annual two week seminar for NRPAC members, but the increased tempo of operations in the Vietnam War, and resultant cutback in non-essential travel funds, caused these national workshops to be discontinued.

PERSONNEL REQUIREMENTS, BENEFITS AND OPPORTUNITIES

Reservists on inactive duty with a 1655 designator are immediately eligible for affiliation with a NRPAC. Other officers in the mass communications field, which has previously been defined, are also eligible. Until August 8, 1968, reservists not in these two categories but whose affiliation, in the opinion of the District Commandant was considered beneficial to the Navy, could join. This has changed. In August, the Bureau of Naval Personnel--at the instigation of CHINFO--issued an instruction which specifies that officers not in the above categories may affiliate only with the mutual approval of the Commandant and CHINFO. This approval is based on the affiliation being beneficial to the naval service.²¹

All NRPAC reservists are issued orders annually which terminate on June 30. On June 30, 1969, all officers now serving in the NRPAC Program, who do not qualify as 1655s or mass communications specialists, must be reviewed and approved by the cognizant Commandant and CHINFO. Should CHINFO decide to exert a strict interpretation to the "beneficial" clause, significant personnel realignments could echo through the

²¹U. S. Navy., BuPers Instruction 5400.42C, August 16, 1968, Encl. (24), Appendix J, p. 1.

Program. The Director of the Internal Relations Division for CHINFO explained that such a change was made to "weed out" some reservists who have been permitted to join NRPACs without the requisite qualifications and/or motivation. This officer states that in some cases certain officers have been permitted to join because no other program was open to them, and the NRPACs offered an opportunity to complete their satisfactory service for retirement benefits.²²

The Naval Reservist who affiliates with a NRPAC is usually in a non-pay status. There are exceptions for certain personnel serving in administrative assignments. If a company has a membership of at least 15 members, two pay billets are authorized. An additional officer may be in pay status for each additional 15 members. Pay, in such instances, for each two hour meeting is equivalent to one day's basic pay (without allowances) according to the rank of the officer. The Navy stipulates that officers in the rank of Commander and above may not draw pay for NRPAC meetings.

Naval Reservists in the NRPACs, like those in other Specialist Units, can work toward a retirement benefit. Twenty years of satisfactory service is required before such a benefit can be awarded. Retirement payments begin at age 60.

In order to gain a year's satisfactory service, the reservist must earn at least 50 points. There are numerous ways such points may be earned. One point is awarded for attendance at each scheduled drill. However, the reservist must attend at least 75 percent of the meetings scheduled annually to qualify for these points. Additional points are

²²Interview with Captain Overby, October 19, 1968.

awarded in varying numbers for the successful completion of Navy correspondence courses. Fourteen points are earned by reservists who complete two weeks of active duty. This duty is with pay and allowances. Affiliation with a unit also garners the reservist 15 gratuitous points each year. NRPAC members can also be awarded appropriate duty points. One such point is allowed for each two hours of work on projects accomplished outside the regularly scheduled meeting.

Occasionally special projects of national importance occur in which it is desirable for NRPAC reservists to go on temporary active duty. Such assignments differ from two weeks of annual training duty, in that personnel are selected for these jobs by the Chief of Information. Pay and allowances are funded by the Bureau of Naval Personnel instead of the District Commandant.

An example of this temporary active duty occurred when a Navy Captain from NRPAC 9-4 in Kansas City was assigned for three months to the pre-commissioning crew of the attack aircraft carrier USS JOHN F. KENNEDY. This officer served as Executive Special Assistant for Public Affairs to the Commanding Officer from mid-June until after the commissioning of the ship on September 7, 1968.

Other such opportunities are offered to NRPAC members from time to time by CHINFO. Examples include assignment: to visit the Seventh Fleet off Vietnam; commissioning of a U. S. naval communication station in Australia; a NATO PAO post in Europe; the Sea-lab experiment in the Pacific off California, and many others.

OBJECTIVES, PLANS, AND EXPECTATIONS

The Navy views itself in a situation in which it performs a vital role in preserving national security. In order to fulfill this role, the Navy asserts that it must have the best trained personnel, the most modern equipment, and sufficient logistical support to maintain its forces and personnel in a constant state of high readiness.

The Navy espouses that this readiness can be attained only with full support from the American people and Congress.²³

Therefore, keeping the people and Congress informed is of essential importance.

With this in mind, the Navy has defined a continuing public affairs mission which is threefold. The mission relates to informing the public and the naval service concerning: the Navy as an instrument of national policy and security; the operations of the Navy, which are compatible with military security; and the activities and responsibilities of naval personnel as American citizens.²⁴

The Navy is aware that certain of its programs are of greater interest to the public than others, and certain aspects of these programs require greater support from the public to be effective. Some will be of a continuing nature, while others may be of brief interest. As a result, the Navy annually defines a priority list of public affairs objectives which are promulgated to commands throughout the Navy.

The Annual Department of the Navy Public Affairs Plan is

²³U. S. Navy, SECNAV Notice 5720, April 17, 1968, Encl. (1), p. 1.

²⁴Navy Public Affairs Regulations, p. 2.

developed each year by the Chief of Information and approved by the Secretary of the Navy. The plan's intended purpose is to insure a coordinated, well-developed public affairs program, which includes guidelines for the conduct of public affairs. The annual plan defines public affairs missions, basic public affairs objectives, specific goals, areas needing emphasis for that year, delegation of prime responsibility in specified areas, and amplifying material.

All Navy commands, including the NRPACs, are advised by an official notice from the Secretary of the Navy of the specific areas to be emphasized in the current year.

The Annual Plan for 1968, which was forwarded as SECNAV Notice 5720 on April 17, 1968 (and purports to cover the calendar year), lists two basic objectives. They are:

1. To gain public understanding and support of:

- A. The combat and support roles of the Navy and Marine Corps in Vietnam.
- B. The importance of seapower in the nuclear age and the predominant role of the Navy in the field of nuclear propulsion.
- C. The need for an adequate, well-trained and well-equipped Naval Service together with the crucial need for qualified officers and enlisted men to keep it operating.
- D. The career advantages in the regular and reserve Naval Service.
- E. The predominant role of the Naval Service in ocean sciences, together with its activities in other scientific research.

2. To make the public aware of the importance and high priority which Soviet Russia attaches to a significant seapower of its own.

The Plan then directs commands to tailor their 1968 public affairs programs within the broad limits of the following specific

objectives:

1. Vietnam
 - A. The Navy and Marines--primarily in Vietnam, but with no less emphasis wherever they may be.
 - B. Construction by SEABEES in Vietnam and their general civic action role.
2. Importance of the naval supply and logistical efforts and the need for a strong merchant marine.
3. Recognition of individual officers and men of the Navy and Marine Corps.
4. Drama of naval research and development, and its role in providing new and better equipment and weapons systems.
 - A. POSEIDON and the FBM weapons system.
 - B. Potential of the SABMIS (Seaborne Anti-Ballistic Missile) weapons system.
5. The Navy and Marine Corps as careers.
6. Contributions of the Navy and Marine Corps Reserve components, including the exploits of the more than 100,000 reservists on active duty.
7. Special events including Navy Day, Armed Forces Day, the commissioning of JOHN F. KENNEDY (CVA-67), the recommissioning of NEW JERSEY (BP-62), and SEALAB III.
8. Role of the Naval Service in United States diplomacy and in maintaining the freedom of the seas.
9. Growth of the Soviet Navy and its expanding operations.

The 1968 Plan also asserts that not all "spot news" and interesting events concerning naval operations and personnel can be foreseen. But when the opportunity to publicly relate these circumstances occurs, commands are instructed to give it top priority. The plan also stresses the importance of focusing public attention on the Naval Service through speaking engagements, visits and special events.

The Plan includes seven appendices providing individual public affairs approaches to achieving the Navy's 1968 objectives. The appendices pertain to the: Office of Naval Material; Bureau of Medicine and Surgery; Bureau of Naval Personnel; Office of Naval Research; Oceanographer's Office; Youth Programs; and NRPACs.

The most detailed appendix in the Plan is number VII, which gives guidance to the NRPACs.

This appendix directs each NRPAC to submit, within 30 days after receipt of the Plan and the relevant appendix, a list of public affairs projects which will support the 1968 Plan. The plan should indicate specific dates, targets, titles of projects and names of personnel assigned to the projects. In addition to CHINFO, the NRPACs are directed to forward a copy to their District Commandants.

The plan proceeds to list 42 different types of project which are considered desirable for 1968. It is noted in the appendix that the 42 projects are examples, and that it is not expected that the NRPACs will attempt to accomplish every project. The companies are enjoined, despite their size in membership, to: establish and "vigorously promote" a Navy speaker program; maintain direct and frequent contact and cooperation with local naval commands, Navy-oriented groups (Navy League, Naval Reserve Association, Sea Cadets, etc.); maintain a "vigorous" recruiting program; and pursue a training program aimed at strengthening the professional qualifications of NRPAC members.

Project examples suggested to the NRPACs cover a broad scale of public relations activities from charting a publicity and community

relations campaign designed to encourage Navy recruiting and retention to seeking honorary degrees for naval personnel to enhance the Navy's educational image.

The 42 project recommendations of the 1968 Plan were analyzed in an effort to ascertain areas of emphasis. Five categories were established and include publicity, community relations, media relationships, special events, and internal relations.

The ten projects related to publicity techniques favored efforts to gain coverage in the print media. Only two electronic-directed examples were noted. One proposed that a five minute weekly radio broadcast be prepared on the Navy for use by local stations. The other proposed assisting CHINFO branch offices and recruiters in placing Navy films on local TV. The print type publicity projects related to developing local features, human interest, and photo releases. Particular emphasis is devoted to personnel, visiting Navy VIPs, and recruiting in these publicity releases.

Seven projects are devoted to community relations efforts. Three of the examples related to speaking appearances before the public. One approach is to establish a local speakers' bureau within the NRPAC tied in closely with the District Commandant's speaker program. A second effort is to arrange engagements for visiting Navy VIPs before local civic groups. The third endeavor involves arranging for Navy speakers to be scheduled at local high schools. Another project item concerns nominating prominent community leaders to CHINFO for invitations to the Naval War College Global Strategy Discussions and VIP cruises. A novel recommendation is to promote the singing of

the Navy Hymn at local churches. The others relate to sponsoring Navy film programs before service clubs and civic organizations and promoting community appreciation for the Navyman's role in national defense.

The media relationships category includes seven project examples. Two of these relate to nominating working news media and executive-level media for special Navy orientation programs. Two refer to arranging news interviews or press conferences for visiting Navy dignitaries and Vietnam veterans on return to their local community. One recommendation refers to identifying new TV outlets, especially educational, for CHINFO and the District PAO. The suggestion is also volunteered that local news media should be praised if they carry favorable Navy news, and conversely contacted when Navy news is not included. NRPACs are also encouraged to establish close ties with the local media and identify the company as the Navy's "voice" in the community.

There are eight special event projects. These include arranging exhibits of Combat Art, displays at airports, etc., as well as gaining community interest in sponsoring Navy Day celebrations. Visits to naval installations by youth groups are also encouraged. Two projects are directed at benefitting patients in naval hospitals. The first seeks community contributions of personal items for patients, while the second refers to arranging entertainment shows. What appears to be the most forcefully explained special event is promotion of a local Navy Science Day in which the Navy's research and development activities can be emphasized. A Science Day Dinner for community

leaders and outstanding high school students is explained as worthy of sponsorship. NRPACs are advised to coordinate this program with the Offices of Naval Research and Naval Material. This particular project is not cross-referenced in the 1968 Plan's appendices specifically related to projects for the Offices of Naval Research and Naval Material.

The category for internal relations has ten project suggestions. Four of these stress frequent meetings and close coordination with the Commandant, his PAO, other PAOs in their area, and Navy-oriented groups. Four other projects aim at improving members' public affairs qualifications through visits to news media organizations, field trips to naval commands, workshops, and practical training sessions. Another project proposes assisting other naval reserve units in developing publicity and community relations programs. Heavy stress in the last described project relates to the NRPAC making a continuing and vigorous effort to recruit new members into their unit.

Generally, the projects seem well balanced within the five categories. It is apparent that the Navy, in defining these examples, expects the NRPACs to operate most effectively on the local level.

CHAPTER III

NRPAC PROJECTS

ASSIGNMENTS

Projects undertaken by the NRPACs, according to Navy Public Affairs Regulations, must be assigned or approved by the District Commandant, or be assigned by the Chief of Information.

Other commands are instructed not to request assistance without advising the Commandant or his Public Affairs Officer of the nature and objectives of the planned task. If time permits, commands making requests are expected to submit their proposals for assistance via the Commandant. If the deadline does not permit this, the Commandant should be notified and his concurrence obtained.

If NRPACs receive requests for public affairs support and wish to follow instructions, the request may be referred to the cognizant District PAO for approval before any action is initiated.

Navy commands are further directed not to ask for assistance in projects which are incompatible with or not contributory to the Navy's overall public affairs objectives.

The Commandant reserves the authority to assign projects which will benefit commands other than the District Headquarters. Assistance can be sought for subordinate commands within the Naval District, or for other commands scheduling an activity which is going to take place

in the District.

These provisions are flexible, in practice, and serve mainly to protect the NRPACs from overzealous exploitation. District PAOs seldom disapprove a request for public relations aid which the company considers it can adequately plan and execute.

Requests for project assistance develop in many ways.

Commanding officers of installations in the NRPAC's local area will frequently seek the efforts of the company in charge of command ceremonies, recruiting, scheduling an open house, feature releases on Navy personnel, etc. Local civilian service and civic clubs often turn to the NRPACs for help in scheduling speakers and programs for meetings. Recently, a CHINFO officer contacted the Commanding Officer of NRPAC 9-11 in Denver to advise him of a visit and speech by the Assistant Secretary of the Navy for Financial Management which was to take place in the Colorado city. The CO subsequently contacted the program coordinator for the Certified Public Accountants State Association, sponsor for the visit, to determine whether his unit could be of any assistance.

Navy-oriented groups such as the Navy League, a national civilian organization with local chapters, occasionally contact the NRPACs for assistance in programming Navy Day celebrations in the local communities.

Earlier this year, the Commanding Officer of NRPAC 1-1 in Boston was called by the Commissioner of Veteran's Services for the Commonwealth of Massachusetts and asked for support in a project to honor wounded Vietnam veterans hospitalized in Chelsea Naval Hospital

and Fort Devens Army Hospital.

Many NRPACs also take advantage of targets of opportunities in their area and initiate their own projects.

PLANNING

Napoleon once asserted: "In the campaign, every move must be analyzed and prepared in advance and in relation to every other move. All must be directed to the common goal. Cropping tactics lose everything."

The Navy's blueprint as to where it is in public relations and where it wants to go was previously described. The Annual Department of the Navy Public Affairs Plan for 1968 indicates the Navy's ideals, and provides a mission in realistic terms. The Plan further sets forth a strategy through proposed public affairs projects and techniques. It clarifies its long range objectives, and further defines those immediate goals which it hopes to achieve. The local planning function for NRPAC projects, in support of this Plan, is a prerogative of the individual unit. It is up to the commanding officer and his staff to tailor the company's plans to conform to the project or task at hand.

Some companies, sufficiently large in membership, can designate a plans officer or committee--if the scope of the project warrants it.

A news release publicizing a Navyman's promotion can easily be planned as well as executed by an individual. At the other end of the continuum, a NRPAC project aimed at developing a community relations program can require several members to adequately handle this important function.

In 1957, NRPAC 11-2 in Los Angeles became concerned with an apparent lack of interest by the high school students in the Navy. The company discussed the problem for sometime, not only as it related to recruiting, but also as it pertained to the future understanding and support by these young people for the Navy's role in national defense. The company analyzed its public, in this case, the students, and decided its strategy. The NRPAC determined that instead of the Navy or the unit attempting to present its story to the students, it might be more effective to arrange for the students themselves to report "what the Navy is all about". A concept was born, and the next step was tasked to the planners. The project was entitled "A Day in the Navy for High School Journalists".

The planners recognized that additional publics were involved --high school faculties and administrators. Plans were detailed for presenting the program to Los Angeles County Boards of Education to gain their acceptance and participation. The types of ship which could effectively host as many as 150 high school journalists were studied. An attack carrier, one of the Navy's largest and most formidable weapons systems, was selected. Plans for a presentation to the ship's commanding officer and key personnel of his staff were formulated to enlist their cooperation. A schedule of events was carefully structured which could stimulate the interest and enthusiasm of the typical teen-age guest, while at the same time assuring significant information was not only available, but would be absorbed. Next, the company determined that a news feature contest could activate young journalists to "pass the word" through their school publications.

Community news coverage was desired, as well as the prestige attendant to professional media involvement in the program. The planners recommended that prominent Los Angeles area editors be invited to serve as judges for the contest between participating school correspondents. Before the planners turned the project over to the "doers", they included a stipulation for one more highly significant step in the public relations program process. An evaluation of the program, including the planning function, was decided necessary after completion of the pilot project. The program's success, due--in great degree--to the planners' perceptive thoroughness, was repeated for several years in Los Angeles and several other cities.

This outstanding example of planning by the Los Angeles company has been described because it is outstanding. The Naval Reservist is a part time serviceman. The vast majority of NRPAC members must actively pursue their civilian livelihood for their families and themselves. Their NRPAC project participation must be interwoven in such a way with the civilian profession--that minimum conflict arises.

Thoughtful and detailed planning, which is so essential to many of the significant public affairs projects which can be assumed by the NRPACs, is demanding in time. And that time, more often than not, has to be extracurricular to the regularly scheduled meetings.

This may serve as an explanation for some of the more obvious public affairs avenues taken by the NRPACs in their projects.

EXECUTION

In the first ten months of 1968, CHINFO has received reports on 251 projects from 25 NRPACs. Six companies have forwarded no reports.

These project reports were searched in an effort to analyze and determine if any particular type of public relations activity was predominantly used or avoided by the NRPACs in achieving the stated objectives established by the Navy.

Five categories were established for this analysis, and correspond to the categories set up in Chapter II for the analysis of recommended projects in the Annual Public Affairs Plan for 1968. Repeating, the categories include; publicity, media relationships, community relations, special events and internal relations. One project was partially related to international relations, but also keyed more to a community relations effort. The project is included in the community relations category.

The ranks of the commanding officers and numbers of members in the units were also included in the study to determine if there might be any correlation between the rank of a commanding officer or NRPAC personnel strength and the NRPAC's output and activity.

No relationship was observed in the analysis which pertained, in any consequence, to rank of the CO, members' numbers and activity or output.

Table 2 depicts the results of this project analysis.

TABLE 2
PROJECT ANALYSIS

Unit	Members	P	IR	CR	SE	MR	Project Total
1-1 Boston	26		1	1			2
3-1 NYC	36	1	3	1			5
4-1 Philadelphia	7	2	1	3	3		9

TABLE 2-Continued

Unit	Members	P	IR	CR	SE	MR	Project Total
5-2 Louisville	14	7	1	2			10
5-4 Washington, D.C.	21	4	4	1		1	10
6-2 Atlanta	8	4	6	1	1	1	13
8-1 New Orleans	7	6	1		4	1	12
8-3 Dallas	7	8	1	1	3		13
8-8 Corpus Christi	10		1	1	1		3
8-9 Okla. City	5	4	3		2		9
9-1 Indianapolis	9	1		1			2
9-2 Chicago	41	2	1			1	4
9-3 St. Louis	10	4			1	1	6
9-4 Kansas City	16	5	1	3		2	11
9-5 Milwaukee	12	1					1
9-6 Detroit	16	2	2				4
9-8 Topeka	9		1				1
9-9 Springfield	8	15					15
9-10 Ft. Wayne	8			10			10
9-12 Sioux City	10	10	8	10	3	1	32
9-14 South Bend	8	34	2		1	1	38
11-2 Los Angeles	25	9	3	1		1	14
12-1 San Francisco	14	1	1		3		5
13-1 Seattle	15	12	1	1			14
13-2 Portland	9	1	3	2	2		8
Total		133	45	39	24	10	251

TABLE 2-Continued

Category Key P=Publicity; IR=Internal Relations; CR=Community Relations; SE=Special Events; MR=Media Relationships
 *NRPACs which submitted no reports are not included.

Publicity was the predominant project category. NRPACs reported on 133 publicity projects, which represents 53 percent of the NRPAC Program output. A single news release, in some cases, was reported by companies as a project. Other reports, reflected a continuing effort which required several releases, "spot" radio and television announcements, etc. One of the publicity projects reflects significant individual achievement. LCDR Richard Theobald of NRPAC 5-4 in Washington, D. C. was credited with contributing an article entitled "Mystery of the Scorpion: What Could Have Sunk It?", which was published in the June 17, 1968 issue of U. S. News and World Report magazine. In evaluating the article, higher authority praised the writer's objectivity and veracity, and declared the article reflected great credit upon the Navy.

Forty-five projects were devoted to internal relations type projects. This category was a distant second to publicity, and represented a little more than 17 percent of the Program's national effort. Twelve of the companies listed projects in which Navy ship or shore station publications were critiqued for content, format, interest and style. Two public affairs seminars were hosted by NRPACs. Three units conducted vigorous programs to enlist qualified reserve officers for their units. Other projects related to preparation of internal publications, presenting public affairs briefings to Navy activities, and visits by NRPAC members to military

installations.

Community relations projects accounted for more than 15 percent of this year's projects. From a numerical standpoint, the units in Fort Wayne, Indiana and Sioux City led the field in community relations projects with ten each. All of the Fort Wayne company's effort was devoted to arranging Navy film programs for community organizations. The Iowa NRPAC in Sioux City arranged for a civic Salute to the Military, five speaking engagements, a Navy photo exhibit, and three special Navy programs before civic groups.

NRPAC 4-1 in Philadelphia specialized in lending assistance to community directed campaigns. Reservists took part in two hospital health programs, and provided public affairs guidance to a civic-sponsored fund campaign.

Other community relations projects were oriented to arranging speakers, nominating prominent community leaders for Navy orientation cruises, assisting youth programs, and one company succeeded in arranging for the Navy hymn to be sung in local churches.

Twenty-four special events projects are included in NRPAC reports, representing nearly 10 percent of the Program output. Fifteen of the reporting 25 companies apparently did not become involved in special events.

The New Orleans unit, which has seven members, was the top participator in this category with four projects. The Louisiana NRPAC representative scheduled a ceremony honoring Congressman F. Edward Hebert, arranged naval retirement and change of command ceremonies, and hosted New Orleans newsmen for a special cruise aboard

a Navy submarine.

The Philadelphia company twice assisted the District PAC in special events related to the battleship USS NEW JERSEY. The members served in the commissioning ceremony and once again in the initial sea trials for the mammoth "battlewagon", when 50 national newsmen were embarked. The third project resulted in a visit by Miss America to the Philadelphia Naval Hospital.

Other special events were directed at arranging combat art exhibits, coordinating visits and cruises for youth groups, sponsoring naval anniversary celebrations, and assisting in scheduling and supporting Blue Angel Flight Team demonstrations.

Table 2 depicts that media relationships accounted for only four percent of the projects completed by the NRPACs. Nine companies undertook 10 projects in this field. Eight projects involved contacting news media for press conferences and electronic media interviews. The other two were unique enough to merit attention. The unit in New Orleans took the lead from the projects proposed in the 1968 Plan, and sponsored a Press Appreciation Night. The Chicago company, 9-2, implemented a novel project approach which resulted in the Chicago Council of the Navy League making an award to a local newsman for his contribution in reporting Navy affairs.

The analysis portrayed in Table 2 also indicates that NRPAC 9-14 in South Bend scored highest in project completions with 38. It might be assumed that this is a disproportionate workload for a company with only eight members. However, the project reports reflect that 34 of the 38 projects were conducted in the publicity category. For the

most part, these particular projects required much less advance planning, coordination, and could be effectively accomplished by one or two members.

The NRPAC in Sioux City performed a balanced program with 10 projects devoted to publicity, one to media relationships, 10 to community relations, three special events, and eight internal relations achievements. This unit has 10 members.

Only two companies, 9-4 in Sioux City and 6-2 in Atlanta, completed projects in every category.

Two companies set their sights on but one category. The Springfield, Illinois NRPAC acted on 15 publicity projects, while the Fort Wayne company solely stressed Navy film showings.

Another statistic of interest, in quantitative analysis, is that five public affairs units (Boston, New York, Washington, D. C., Chicago and Los Angeles) with 149 reservists, or more than 37 percent of the Program's total membership, accounted for 35 reported projects --a little more than 13 percent of the Program's project accomplishments.

Qualification must be assessed to this project analysis because much of the qualitative character of the projects was gathered from subjectively prepared reports rather than by personal observation. Data had to be extracted from project reports which mirror only those essentials the report writer volunteers. In some cases, successful projects may have been slighted by omission of amplifying material. Conversely, other projects which appear exceptional on paper could have achieved their success more in the report drafter's imagination than

in the actual marketplace of influence.

The analysis does indicate what a majority of the NRPACs have attempted in projects. It further delineates those categories which seem less important or adaptable to NRPAC implementation. In addition, the analysis notes that small company memberships do not necessarily restrict the output or balance of public affairs activity any more than large memberships assure a proportionate share in the overall workload.

EVALUATION

"Methodical research removes the guesswork from much of public relations practice. Evaluation is the common sense of profiting from experience."²⁵

Accepting the validity of this assertion, the author studied the Navy's methods for evaluation of the NRPAC Program in order to survey their extent and application. Existing regulations and special instructions pertaining to Program administration were examined, and several key personnel involved in the Program were interviewed to determine current methods being employed by CHINFO, the Naval District PACs and NRPAC personnel. In addition, reports relating to evaluation were also studied.

Navy Public Affairs Regulations provides for the District Commandant to comment and make recommendations on NRPAC Project Reports which are forwarded to the Chief of Information. Such endorsements,

²⁵Cutlip, Scott M. and Center, Allen H., Effective Public Relations, 3rd. edition, Englewood Cliffs: Prentice Hall, Inc., p. 169.

as they are termed by the Navy, are to be given significant weight in determining whether a NRPAC will be awarded a "Certificate of Public Affairs Achievement".

Such Certificates are awarded annually by CHINFO to NRPACs for accomplishing projects which denote exceptional merit. Although these awards primarily serve as expressions of recognition, selection of those companies for such recognition facilitates evaluation of individual project effectiveness.

Projects were examined in the 1967 competition by a panel of three persons assigned to the office of the Chief of Information. One officer was the Head of the Naval Reserve and Training Branch, a second officer worked in the News Branch, and the third panelist was from the Plans Division.

All project reports were examined individually by each member of the evaluation panel, and assigned a numerical grade from one to ten. The individual project grade was determined by the mean score of the three grades assessed by the panel. Individual project scores were added to determine total project scores for each company. These scores were then divided by the number of projects submitted by the NRPAC to arrive at a mean project score, which was intended to reflect the average quality of each project. The total project mean score was further divided by the number of company members to include average membership participation as a factor.²⁶ The major criteria factors designed in the competition evaluation were productivity and quality of projects. Quality consideration was subjectively assessed

²⁶U. S. Navy, Memorandum from Captain D. D. Overby to Chief of Information, undated in 1968.

by the panel members, who worked in differing areas of public affairs specialization.

Average member participation was regarded by the designer to be a secondary or influencing factor. In subsequent evaluation of the design for this competition appraisal, CHINFO concluded that this latter factor did not materially affect the standings of the top 15 contenders.²⁷

This award-related evaluation has been explained in detail for it represents the sole official method utilized by CHINFO to analyze NRPAC project effectiveness.

During the year, prior to the judging of annual output, project reports are normally filed in individual NRPAC folders. As they are received, the reports are read by the Head of the Naval Reserve and Training Branch, and then routed to the Director of the Internal Relations Division. Should the latter officer desire to bring a specific project to the Chief of Information's attention, he forwards it on to the admiral. This occurs only in exceptional cases. Usually the report is returned to the appropriate NRPAC file folder.

There is no formal stipulation which requires that evaluative comment or "feedback" be directed by CHINFO back to the NRPAC. Nevertheless, some "feedback" does take place.

Monthly, CHINFO publishes a bulletin called Items of Interest which is mailed to the NRPACs. Frequently, descriptions of successful projects conducted by NRPACs are included in this bulletin. Evaluative comments are consistently commendatory, because such inclusion is designed to exemplify the type of projects which can be

²⁷Ibid.

effectively accomplished by a NRPAC.

The following typical example of this "feedback" was taken from the January, 1966 issue of Items for Interest.

We recently received a project report from NRPAC 8-8 in Corpus Christi that is proving so successful we are passing it along for possible use in your area. A retired Coast Guard officer, while hospitalized in Corpus Christi, was so impressed by hospital volunteers that he decided after recovery to offer his services to hospital shut-ins. The patients are able to leave their rooms but are confined to the hospital with nothing to do. A unique program of travelogues, folk singing and movies was started. NRPAC 8-8 was asked to provide Navy films. On short notice they even delivered the films directly to the hospital and aided in setting up and showing the movies. We considered this an excellent public service project. It illustrates still another audience for Navy films and, incidentally, makes a fine item for local press coverage.

In certain outstanding projects, CHINFO may choose to send copies of project reports to the other NRPACs for recommended implementation.

On occasion, informal remarks may reach the companies during personal contact between a CHINFO officer and the NRPAC, in a telephone conversation, or as part of personal correspondence. Such comments--for the most part--are general and laudatory in nature.

District PACs normally prepare the forwarding endorsements for project reports which are submitted by the NRPACs and forwarded via the Commandant to CHINFO. A copy of this endorsement is returned to the NRPAC and serves as another form of "feedback".

If the project appears well-conceived, planned and executed, generalized commendatory remarks are provided. In the case of undistinguished project reports, the PAO usually restricts the official endorsement to read "Forwarded."

Much of the District evaluative process depends on the size of the PAO's staff and the degree of interest or attention which this key officer can or will devote to his NRPACs. This program is but one of several public relations efforts he must supervise, coordinate or conduct.

Those units which are co-located in the same cities as the District Headquarters are more apt to enjoy close contact, supervision, and project evaluation than are those which are geographically distant. The District PAO, like his NRPAC counterpart in CHINFO, depends more or less on "how" the project is written, rather than by personal observation or acquaintance.

An additional avenue in the evaluation procedure occurs at the individual NRPAC level. Like NRPAC project planning, evaluation is a unit prerogative and varies with the importance assessed to it by the company's commanding officer. The standard format prescribed by Navy Public Affairs Regulations for the Project Report includes a section for the CO's remarks.

The following remarks taken from NRPAC Project Reports typify those comments generally received by CHINFO:

This continuing project has been carried out for something over five years.

We received excellent coverage of the Admiral's visit and the entire occasion was a social success. The Admiral was well received.

LT Gillette's idea of using favorable Navy material appearing in the Congressional Record is a good one, since printing in this publication is likely to further credence and interest to the subject in the mind of the editorial writer. A continuing project is planned with LT Gillette as project officer.

The recruiting of Navy Nurses in this area is being assisted. This represents one rather comprehensive aspect of the total program.

CDR Stengel did an outstanding job. Cartwright's talks were well received.

14 separate groups of officer were photographed posing with Adm. Muse. These photos were donated by Braniff International. Mailed the following day to appropriate hometown newspapers. Have no clipping service so have no report on total results.

Too frequently, the commanding officer's remarks reflect individual recognition or the beneficial job being carried out by the NRPAC. He appears to be no more guilty, in this respect, than his District PAO.

Specific evaluation details concerning: public affairs objectives sought and/or achieved; target publics; planning procedures or problems; communication-techniques employment; and project adaptability, are too often overlooked or excluded.

While CHINFO annually evaluates individual, as well as combined, NRPAC project efforts, "feedback" or evaluation comments are too infrequent and limited to praise. NRPACs which are misdirecting their programs must deduce such a conclusion through self-analysis. This introspective determination must be based on a NRPAC's failure to be awarded a Certificate for Public Affairs Achievement which might have resulted from marginal or sub-standard performance.

Additionally, no recent evaluative study or research effort was on file or available through interview at CHINFO, which indicated any comprehensive attempt to analyze the significant aspects of the NRPAC Program.

CHAPTER IV

CONCLUSIONS

The purpose of this study has been to analyze the NRPAC Program in order to determine how it functions; attempt to evaluate the effectiveness of the Program as it is now operating; to ascertain problems of significance and the means by which they have or can be resolved; and to provide recommendations for improvement.

The preceding chapters have been devoted primarily to determining and reporting how the program functions. An analysis was made of the Navy's public affairs plans, objectives, and proposed projects which pertain to NRPAC implementation. In addition, completed projects for 1968 have been closely examined to observe the public relations areas which have been stressed by or considered adaptable to execution by the NRPACs. Further, a study was made to ascertain the evaluation aspects of the NRPAC Program as it relates to public affairs projects.

Data has been compiled from an intensive search of existing regulations, instructions and files in the Navy's Office of Information. Numerous personal interviews were conducted in Boston, Newport, Rhode Island (Naval War College Public Affairs Seminar), Washington, D. C., and Chicago with officers who are vitally involved in the daily direction of the NRPAC Program at the CHINFO, Naval District and company levels. Several long distance telephone interviews have been

made to gather amplifying information on significant factors which affect the Program's operation. In addition, correspondence has been exchanged with three key officers in the field to gain their overview of the program's effectiveness, problems and dimensions.

In order to arrive at conclusions relating to the NRPAC Program, which are the requisite basis for recommendations relating to improvement, further research was believed necessary. This research was based on 507 questionnaires mailed to four groups of naval personnel.

These questionnaires were designed and directed at the four groups to seek data which pertained to: Program effectiveness; ascertaining significant Program problems as well as suggested resolutions; and comments which could contribute to substantive recommendations for improvement of the overall NRPAC Program.

The largest group to which questionnaires were sent was the 396 members of the NRPAC Program. More than 37 percent responded.

A second type of questionnaire was structured for the 31 commanding officers of the NRPACs. Approximately 70 percent volunteered their efforts by responding to the questionnaire.

The Naval District Public Affairs Officers were the third group from whom questionnaire data was requested. In this category, there was an 80 percent response.

The fourth type of questionnaire was forwarded to key personnel, who command or are in vital naval assignments in local areas served by the NRPACs, who do or could benefit from the support and services of these Specialist Units. This group includes: Navy

Recruiters; the Naval Reserve Group Commanders, and commanding officers of local Navy installations. Responses were obtained from 44 percent of this group.

Many items were repeated in combination on all of the questionnaires, so that specific aspects of the Program could be viewed from several and varying standpoints.

Based upon the foregoing research methodology and program examination, the following conclusions are made.

PROGRAM EFFECTIVENESS

In arriving at a determination concerning the Program's effectiveness, significant weight and reliance had to be given to the evaluations of recognized Navy public affairs experts who are involved in the Program's supervision, coordination and execution. In addition, evaluative comments were also sought from other sources, who--although not specialists in public relations--could be expected to assess the benefit of efforts aimed at achieving results in this field.

Respondents to all types of questionnaires, as well as those personnel who were interviewed, voiced universal opinion that the overall NRPAC Program is effective and contributes substantially to the Navy's public relationships.

The Navy's Chief of Information observed:

The Naval Reserve Public Affairs Companies are an effective instrument for assisting the Navy in achieving the objectives of the Department of the Navy Public Affairs Plan. The members of the companies, both as individuals and collectively, monitor the climate of local attitudes and promote understanding of and appreciation for the Navy's vital role in national security.

The Public Affairs Officer for the Chief of Naval Air Reserve Training (CNARESTRA) travels extensively throughout the U. S. in

co-ordinating the public relations program conducted by the naval reserve air stations. A recognized expert in Navy public affairs on the local level, the Captain wrote:

As a PAO on active duty, my impression of the overall NRPAC program is outstanding. The dedication, patriotism, devotion and enthusiasm to do something for their Navy and their country, is most noteworthy, especially when one realizes that most members are non-pay.

The Ninth Naval District Public Affairs Officer has public relations contact with the 13 units in his District. He also has 15 years of experience as a PAO specialist. He cited his general impression of the Program, when he corresponded:

The over-all NRPAC program is productive of worthwhile, current projects which enhance the Navy image in leading population areas of the District. The cost to the Navy for this program is minimal since 95% of those taking part are on a non-pay basis. The program is also keeping the Public Affairs Specialist Officer in continuous practice in the field so that in the event of mobilization to Active Duty, they are able to fit into billets with minimum lost time and motion.

The Commanding Officer of the Naval Air Station in Seattle indicated that he has sought publicity and assistance in such special events as Navy participation in the Seattle Sea Fair, ship visits, and open houses. He termed the support he received from NRPAC 13-1 as "beneficial, desirable and appreciated". Such commendation was similarly reiterated by nearly every commanding officer who reported working with the NRPACs on a local basis.

The chief recruiter in Detroit was representative of his group who had from time to time sought public affairs aid from the NRPACs. In his questionnaire, he included details about the efforts of 9-6 in publicizing the Navy's Seabee Drill Team performance and exhibit of the Navy-Marine Corps Cine-Globe at the Michigan State Fair. He graded

their efforts as excellent and beneficial to the Navy in that area.

Although biased in opinion, a Commander in the Dallas Unit (8-3) typifies the confidence and enthusiasm reflected by so many NRPAC members around the country. The Commander declared:

Our unit is extremely effective in planning and executing media support of appropriate events... this includes all media. I know of no project we've undertaken that has fallen entirely flat.

This particular officer is Executive Director of the Dallas United Fund Agency and has more than 10 years experience in 8-3.

The PAO for the Eighth Naval District gives credence to this statement. He responded in his questionnaire that NRPAC members are particularly helpful to his public affairs program. He attributes their effectiveness to personal friendships with the news media; actual knowledge of the media production process, especially TV; excellent planning which achieves maximum results in minimum time of execution; and rotation of projects to make all members participators.

A significant indication of the effectiveness of a program, such as this, relates to a common belief by the members that what they are doing is of value to them individually. Ninety percent of the NRPAC membership asserted in the returned questionnaires that they had gained public relations experience as a result of their NRPAC affiliation. Of this group, 92 percent considered that this experience was normally being employed by their unit.

Not a single questionnaire, interview or item of correspondence condemned the overall NRPAC program or its potential to achieve beneficial results for the Navy in its public affairs endeavors.

It would be misleading, however, to conclude that all projects,

units and members are effective in this Program. The analysis of completed projects in Table 2 of Chapter III refutes this. There are problems which do affect the Program and will be discussed later in this chapter.

But when viewed in national perspective, the NRPAC Program is concluded to be effective.

PRIME PROJECT

The question arises as to whether there are projects which the NRPACs can most effectively execute. The analysis of projects already completed in 1968 indicates that NRPACs are capable of successfully doing work in all categories of Navy public affairs projects which have been proposed to them. Table 2 indicates that, overall, the NRPACs devote 53 percent of their project efforts to publicity. This preferred approach to public relations is supported in several ways by the questionnaires. The COs of the NRPACs indicated that 50 percent of the projects initiated by their companies this year were of a publicity nature. When asked what type of project could best be planned and executed, based on the skills and experience of the unit memberships, publicity was specified in more than 50 percent of the responses.

In projects initiated and completed, community relations ran a distant second with 20 and 25, respectively, according to the unit COs. These statistics are generally corroborated by the District PAOs in their responses to the question pertaining to the type of project initiated by the companies.

Recruiters, commanding officers of local installations and Reserve Group Commanders universally selected Publicity as the field

in public relations which could most effectively be planned and executed. Community relations ran a close second, while special events was frequently selected as a third choice.

Three of the eight District PAOs considered publicity as the skill or technique most effectively used by the NRPACs, while two others indicated media relationships as the primary area of specialization. One PAO denoted community relations, while the remaining three were not definitive to a degree that a single category could be selected.

Members who specified an area in which they gained public relations experience named publicity in more than 57 percent of the responses. They also selected publicity as the project type which their company could best execute in 55 percent of the questionnaires. Only 10 percent of the members responding to the type of project least practical for unit implementation selected publicity.

Based on this data, and additional information gathered by interviews and correspondence, it is concluded that publicity serves as the public affairs approach which the NRPACs presently can and do best execute.

Recalling from Chapter II, the Navy's Annual Public Affairs Plan recommended 10 projects related to publicity from a proposed field of 42. Thus, it can be observed that the NRPACs place far more emphasis on publicity than does the Navy in its expectations for the Program's achievements.

Discussions were held with several officers in CHINFO and on the District level to gain further insight into the predominate preference for this type project. The following reasons were central to these discussions.

1. Publicity projects are adaptable to being planned and conducted by a single member.
2. The majority of companies have members in the news media and consequently have a high degree of proficiency in preparing publicity releases.
3. Publicity is regarded by the NRPACs as an expectation of the Navy in public affairs projects.
4. Many units who lack comprehensive understanding of public relations and its techniques and facets regard publicity as the primary means by which to gain public support.
5. Publicity releases represent tangible evidence of project effort. Newspaper clippings, based on these releases are offered as evidence, in project reports, of achievement.

POTENTIAL FOR ACHIEVEMENT

Another aim in this analysis was to determine if there is a project or responsibility which can more effectively be employed by the NRPACs.

Analysis of the responses to the NRPAC members' questionnaire reveals an important reservoir of community participation and contact, which if properly used, can lead to significant achievement in public relations. This reservoir should add greatly to the sum and substance of the Navy's community relations effort.

The members' questionnaire asked the respondent to indicate civilian organizations to which he belongs and is ACTIVE. One hundred and forty-seven respondents entered checks representing membership in 726 organizations in their communities.

There were but seven respondents who did not indicate any affiliation. One officer in Boston, and one in Dallas, were joined in this exception by five officers from 9-2 in Chicago. Four of the 9-2 officers were very junior officers, two ensigns and two lieutenant junior grades, and all were employed in advertising.

NRPAC members also indicated that they had or do hold 374 offices in the organizations to which they belong and are active. One officer in Oklahoma City, who works in advertising, commented that he had held 25 offices, during the past three years, in professional societies, the press and advertising clubs, alumni and youth groups, as well as in political organizations and fund campaigns.

Another senior officer in South Bend's 9-14, asserted in his questionnaire, that he had been elected president of various organizations on 11 occasions, and had also served as secretary or treasurer four other times.

The South Bend NRPAC provides an interesting profile in community contacts. Five officers responded to the questionnaire. None of the NRPAC members are designated as 1655 specialists, nor are any employed in the mass communications or public relations field. Their occupational pattern includes: a comptroller, a university dean, an engineer, and sales and insurance representatives. Collectively, they are active in 42 organizations. Four are members of the Chamber of Commerce and professional societies. Three members indicated affiliation with alumni and youth groups, the Navy League, church, and service organizations, such as Kiwanis and Rotarians. Two members indicated they are active in PTA, fraternal organizations, the Naval

Reserve Association, fund drives and political groups. All five belong to veterans' groups, while one is involved in civic work and another is in the National and local Red Cross.

The South Bend membership, in addition to the previously mentioned officer, have served in such posts as: president of the local Navy League chapter; vice-president of the synagogue, deputy commander and national committeeman for the Jewish War Veterans; president of a university alumni group; and president of the Naval Reserve Association and VFW local organizations.

In referring to Table 2, 9-14 in South Bend completed 38 projects, 34 of which were in the publicity category. The four other projects were devoted to other categories--with the exception of community relations.

From the available information, it appears the South Bend unit has overlooked the source of one of its foremost strengths--face-to-face contact and interaction within the community. This unit shares such a possible oversight with several other companies in the NRPAC Program.

Only two NRPACs have undertaken a substantive number of community relations projects. Both 9-10 in Fort Wayne and 9-12 in Sioux City reported ten projects each. The Fort Wayne unit limited their efforts to programming films concerning the Navy before community organizations. The company in Sioux City conducted a somewhat more diversified approach to their community relations program.

The Iowa NRPAC made arrangements for the Blue Angels Flight Demonstration Team to perform at Sioux City's Rivercade Celebration. The reservists coordinated this appearance with officials from the

celebration, the local chamber of commerce, the U. S. Air Force, and several other civic groups. More than 50,000 persons were estimated to have attended the flight demonstration. The NRPAC also arranged for the Blue Angel pilots to attend youth wards in two local hospitals. Members also set up arrangements for a "fishing contest" for youngsters in connection with the celebration.

In another community effort, 9-14 scheduled a tribute to the retiring Commanding Officer of the local Sea Cadet Corps. More than two hundred people from the community attended the event, which was reportedly covered by local newspapers, radio and television. In another project, again with youths of the Sea Cadet Corps, 9-14 arranged transportation to the West Coast for 14 youngsters so that they could cruise aboard Navy ships of the Pacific Fleet. Funds for this support were solicited from the local Navy League chapter and several Sioux City businessmen.

Unfortunately, responses to members' questionnaires were not received from 9-14, due to mis-addressing. Biographical data cards on the membership were available in the Office of Information. A search of these cards revealed ten members of this unit, like the South Bend unit, are neither 1695 specialists, nor are they employed in mass communications or public relations occupations. These occupations include: a credit manager, senior accountant, real estate salesman, university dean, the assistant county attorney, a lawyer, pastor, two investment management consultants, and a rancher.

In order to learn more about the community contacts of this unit, a telephone interview was conducted with the unit's Commanding

Officer. He reported that his associates were affiliated with and served as officers for a majority of the community organizations in Sioux City. Two members have held political office and a third is now serving in the Iowa House of Representatives. Three of the members are very active speakers. One member is presently President of the Lion's Club and is on the City Council. The CO of 9-14 paid tribute to a former member of the NRPAC, who had recently moved to Dallas, as having given the major thrust to the company's publicity program. He said the Navy "really enjoyed news coverage out of proportion to its community involvement". This he attributed to the skills volunteered by the departed member, who was a newspaperman. Publicity remains important and is effectively being conducted by the remaining members. The CO said the local news media had become accustomed to receiving information about the Navy, and the members had learned the "knack" for presenting publicity in such a way the media would use it.

But more important, he said that his associates were in daily contact with the key leaders of the local area. Whenever the occasion arose, when the Navy could be involved, 9-14 members could facilitate organizations to "think Navy".

Table 3, which follows, points out that the representative NRPAC member is a joiner. He is also noted as an activist and, in many instances, is a prime participator in the leadership framework of his community. This is apparent through the numbers of offices held by these public affairs reservists.

TABLE 3

MEMBERSHIP IN COMMUNITY AFFILIATIONS

Community Affiliations	Number of Members Belonging In Each NRAC																		Total
	1-1	5-4	6-2	8-1	8-3	8-7	8-8	8-9	9-2	9-3	9-4	9-6	9-8	9-9	9-10	9-11	9-14	13-1	
YMCA	2	2		3	1	1	7	2	2	3	6	6	5	2	2	4	4	4	7
Prof. Societies	9	4			6	3	1	2	9	1	3	3							77
Press Club	8	3		3	3	1	1	2	3	1	3	3		1			2		32
Ad Club	4			1	1	1	6	3	5	1	1	4	2						21
Alumni	9	4	1	2	3	4	6	3	13	5	7	5	2	2		1	3	4	74
PSA	4	2		1	1	3	6		5	1	6	2	1			5	2	2	41
Youth	4	1	1	2		1	6		5	3	4	4	2			3			39
Fraternals	5	1	1			4	4	2	2	2	3	2	1	1		1	2	2	30
Chas. of Comm.	5		2	1	1	3	2		4	1	3	1		1		1		3	31
Navy League	6	2		1	1	2	3		8	1	3	3	2				3	4	38
NEA	6		1	1		2	5		5	1	2			1		1	2	3	30
Church	14	4		2	5	3	7	4	11	3	7	7	4	3	1	6	3	7	91
Civic	7	2		3	3	3	5		5	5	8	3	2			4	1	2	51
Kiwanis, etc.	2		1	1		1	2		2	1	4			1		1	3	2	21
Fund Drives	10	1		2	1	3	6	2	6	4	2	4	1	2		4	2	3	53
Political	5	1		1		3	3		2	1	6	1	1	1		5	1		32
Veterans	6	2				4	4		1		2	2	2		1	1	2	2	28
Labor	4					1	1		1		5					1			13
Other	1				1	1	1					5	1	1		3	3		17
Total	111	29	6	21	15	40	69	19	89	33	72	52	24	15	6	32	42	42	726
Number of Respondents	18	6	2	4	6	6	10	5	28	6	11	12	6	6	1	8	5	7	147
Offices Held	38	14	4	11	10	27	35	33	45	37	24	11	5	2	4	18	33	23	374

Captain Ivan Griswold, Public Affairs Officer for the Naval Reserve Training Command in Omaha for more than five years, summed up the public relations opportunity which can be fashioned through community contact, when he wrote:

There are other responsibilities and projects which can be effectively assigned by the Navy. By this, I have in mind the good a Reservist or anyone in the Navy can do for the Navy in his day-to-day contacts. Most everyone of our people belong to organizations "outside" those considered as service oriented. It is through these organizations that much good can be done. Our Public Affairs Company members meet a lot of people...we depend upon them to be sources of information...not only just to the mass media...but to those with whom they come in contact. I feel that we should stress this area of voluntary responsibility. Unfortunately, this sort of endeavor can't be shown as a project...sometimes I'm inclined to wonder, Why not?

I believe we should add to those areas of project responsibility...those which one sees as an individual...and most of all, does something about. For example...A man is member of a church. If he feels that the local youth group has not seen a film about the Navy such as "The Gentle Hand"...or perhaps has not gained any idea of the meaning of Seapower...that individual should volunteer to meet with this group and present such a program. There is something to be gained by having an individual sense a need and do something about it...it's his idea...and anyone works harder when he feels that he is accomplishing something that was the product of his own creation.

The PAO for the Eighth Naval District mentioned that the companies in his region usually have close personal association with civic leaders at state and local levels. This was echoed by the Fourth Naval District PAO who referred to the close personal contacts his NRPACs have with municipal officials.

The PAO for the Third Naval District noted that the New York City NRPAC had been particularly effective in a survey project. Much of the success in this project was attributed to civilian sources who had assisted the company in its measurement analysis.

The Ninth Naval District PAO remarked in his questionnaire that

the projects he prefers to assign to NRPACs require "extensive local contact and are best worked on by small groups".

One-third of the COs of NRPACs stated that his company possessed its most effective skills in community relations projects. This skill, however, does not appear, in project reports, to be used. In the analysis of projects reported for 1968, only 39 of 251 were in the community relations category, or a little more than 15 percent of the Program's overall effort.

Captain Griswold mentioned that much of the individual efforts by NRPAC members in community contact work cannot be shown. He asked, "Why not?" Perhaps, much is being done by the reservists which actually does further the Navy's community relations. If so, it should be recognized as a contributory factor and evaluated for the importance it may be rendering to the Navy's overall public affairs program.

It is concluded that NRPAC members reflect in their questionnaires an excellent network of personal contacts within their communities. It is further concluded that this potential should be better recognized by the Navy, both as it relates to the units collectively, and members individually. Further, this reservoir of community contact should be given more emphasis and direction by the NRPACs and higher authority in improving the Navy's community relations efforts.

OTHER CONCLUSIONS AND OBSERVATIONS

Research was conducted in this analysis to determine if all responsibilities, objectives and projects assigned to the NRPACs are adaptable to successful implementation. Obviously, some companies are better able to support certain projects and objectives through varying

skills. There was, however, no substantive case built against any individual responsibility, objective, or project type in this research. Four companies listed speakers bureaus, as the project they could least support. However, qualifying statements indicated that speaking engagements by qualified active-duty personnel could be arranged. Several members, COs of NRPACs, and District PAOs stressed that projects should be meaningful and not just "busy" work for the members.

The basic conclusion is that there are not unnecessary responsibilities, objectives or recommended projects assigned to the overall NRPAC Program.

All levels within the Program universally agree that satisfactory coordination between the companies and higher authority does exist. All but one of the District PAOs serve as Program Officers for the NRPACs in their Districts. Although these officers are unable to meet frequently with companies far removed from their headquarters, correspondence and telephone conversations appear to maintain satisfactory contact for proper coordination.

Several COs of NRPACs, members, and two District PAOs expressed a desire for District or CHINFO sponsored public affairs seminars at which common problems and worthwhile projects could be exchanged, discussed or resolved.

There was an indication in some questionnaires that confusion arises in certain communities because the various PAOs for their reserve units fail to coordinate community affairs programs. However, this problem was being worked out individually and resolutions appeared to be the order.

Project assignments are handled in accordance with the regulations stipulated by the Navy. Except in the case of one District PAO, projects not assigned by the Commandant or CHINFO are approved by the PAO. Project requests come in from many sources, particularly in the local area, but the majority are self-initiated by the NRPACs.

Affiliation of members with the NRPACs is closely supervised by all but two of the District PAOs. Applicants not in the mass communications field or in public relations are generally considered on a case-by-case basis. A favorable recommendation by the NRPAC CO is afforded considerable weight by the District PAO. Two District PAOs pointed out that NRPACs which lack the requisite membership (10) to remain in operation are afforded greater latitude in enlisting new members, which can result in undesired or marginal affiliation. One Commandant, in order to sustain a unit in his immediate area, directed the affiliation of two members who did not possess the requisite qualifications or apparent motivation. It is interesting to note that the company to which these officers were assigned voiced the general recommendation that the unit be disestablished. Although CHINFO recently gained a supervisory responsibility in approving the affiliation of members in NRPACs, no substantive action has yet been taken to exert this authority.

Items were included in questionnaires for members, COs of NRPACs and District PAOs which asked what factors are considered responsible for a NRPAC's success. Generally respondents provided two or more factors.

The NRPAC COs responded, by more than 50 percent, that the

professional qualifications of the unit's membership were responsible. This factor was also strongly endorsed (35 percent) by the members, although a substantial percentage (25) attributed unit success to leadership. District PAOs seemed individually dispersed among several factors.

Other factors commonly mentioned by the members were unit enthusiasm and motivation, which are related to leadership. Only five percent of the members recognized local contacts as a key factor for the unit's success. Seven percent referred to personal interest by the membership, which appears related to the four percent who expressed individual participation as a major factor.

Three of the NRPAC COs referred to company enthusiasm as important factors. Two specified the importance of community contacts and leadership.

The District PAOs mentioned the following factors for success: meaningful projects, good organization, recruiting of junior officers, leadership, qualified membership, and cooperation between the other reserve units and the NRPAC. The Eighth Naval District PAO introduced another unique factor when he remarked that units tend to perform better when not overshadowed by a large active duty installation, since they handle more meaningful projects.

Responses to this particular item were specific in naming factors, but--for the most part--did not amplify their selections.

From the above data, it can generally be assumed that successful companies are those which possess qualified memberships augmented by strong unit leadership which can generate the motivation and personal

interest of the members.

MOTIVATIONAL FACTORS

This study also attempted to determine what factors motivate members to affiliate in a naval reserve unit for which no-pay is likely. Respondents were offered, in the NRPAC members' questionnaire, six choices: fulfill USNR obligation, gain PE experience, make PE contacts, patriotism, prestige, and retirement benefits. If other factors were involved, respondents were requested to specify the factors. Respondents were asked to indicate the three factors which most motivated their affiliation and to assign a number of one to three to assign an order of importance. A great many of the respondents only checked three factors and did not assign the numerical order of importance. In tabulating the result of this item, a factor indicated as first choice was awarded three points; second choice two points; and third choice or a factor merely checked was given one point.

Table 4, which follows, relates the results of this item. The figure following the choice indicates the number of times the factor was selected by respondents, and the figure in parentheses indicates the value of this figure as previously described. An additional column indicates choices made by the NRPAC COs, who were only asked to provide factors which they felt motivated reservists to affiliate with a NRPAC. No choices were provided and no order of importance requested.

Patriotism is the motivational factor most frequently selected by the members, and carries the most weighted value by being ranked as number one or two choices. This particular factor predominated among the more senior officers, as fulfilling the USNR obligation did among

the junior officers who have recently affiliated with NRPACs. Retirement benefits gained added significance to officers of seniority who could see attainment of these benefits in the next five or more years. Gaining FR experience and making FR contacts was especially important to the ensigns and lieutenant junior grades. Prestige showed its strength primarily among senior officers. As is indicated, a significant number of the officers noted, as another factor, that they enjoyed the associations they gained through NRPAC affiliation.

TABLE 4
STATISTICS ON MOTIVATIONAL FACTORS

Motivational Factor	No. Of Members Selecting (Point Values)		No. Of COs Selecting
Patriotism	83	(146)	5
Retirement Benefits	70	(102)	6
Gain FR Experience	68	(106)	5
Fulfill USNF Obligation	59	(113)	2
Make FR Contacts	41	(65)	5
Prestige	29	(46)	3
Others included:			
Enjoy Association	15	(24)	5
Help Navy	7	(12)	
Interest in Navy	4	(6)	
Commandant Assigned	2	(6)*	1*
Promotion Opportunity	1	(2)	
Bend an Ear (Boston Member)	1	(1)	
* belong to same NRPAC			

The COs of NRPACs did not seem to sense the importance of fulfilling the USNR obligation, due in part because many have not yet recruited very junior members. It is also possible that many COs lack the empathy to ascertain this factor's importance to the young man with a naval reserve obligation. The strength of the retirement benefits may have resulted from the importance of this factor to the COs personally, many of whom are within "sight" of retirement. It is evident, however, that the COs sense the importance to young officers of gaining PR experience and making PR contact.

These statistics lead to the conclusion that patriotism serves as a strong motivating force among the officers of the NRPAC Program. While fulfilling the USNR obligation is highly important to the junior officer, this same young officer fosters high expectations that he will gain public relations experience and contacts through his affiliation.

NRPAC members were also asked what factors are responsible for their retention in the NRPAC Program. No choices were indicated in this item, but respondents were asked to list them in order of importance. In most cases, the factors mentioned were specified by the terminology employed in the item concerning motivational factors for affiliation. The factors were seldom assigned any order of importance. There was no pattern as to the numbers of factors included by the respondents. Some respondents left this item unanswered, while others said "same as above" referring to the factors for affiliation.

Only general interpretation of the results could be made in comparing affiliation and retention factors, because of the different design of the questionnaire items and varying responses which were

elicited from these items. Certain changes could be observed through the frequency of factors mentioned. Retirement benefits replaced patriotism as the most frequently mentioned factor (except with junior officers), while making PR contacts dropped significantly in importance among the senior officers. Gaining PR experience took on added prominence. Most notable was the 100 percent increase in members referring to the associations they enjoyed in the company. The great majority of junior officers considered the retention factors to be the same as those factors which were responsible for their affiliation.

Members were also asked why NRPAC reservists terminate their affiliation. More than 25 percent replied that affiliation conflicted with members' jobs from a time standpoint. About 14 percent attributed termination to lack of interest in the program. Almost 18 percent responded by stating that former members had affiliated with other reserve units in pay billets, or had terminated because no pay billets were available. A little less than 25 percent stated terminations were caused by retirements or through the Navy's forced attrition efforts. The only other significant category was lack of a meaningful program. The 12 percent, which cited this factor in their questionnaires, were generally dispersed throughout the NRPACs, so that no relationship could be made to the types of projects undertaken.

Although it is impossible to completely halt NRPAC drop-outs, it is concluded that added effort should be aimed at conducting an effective public affairs program which involves meaningful projects that stimulate individual interest, and present minimal time conflict with the reservist's civilian occupation.

Members were also asked what motivational factor could be most effectively employed to gain a junior officer's affiliation in the NRPAC Program. Once again, no factor choices were included in the item, but respondents primarily used the same terminology as was previously included in the item relating to their own affiliation.

Thirty-one percent of the factors selected were FR experience, while 21 percent was devoted to FR contacts. The remaining factors were about equally divided between fulfilling the USNR obligation, patriotism, prestige, retirement benefits, and enjoyment of association. Three respondents mentioned that interesting active-duty training assignments should be emphasized. Again, the junior officers considered the fulfillment of the reserve obligation, experience and contacts of greatest significance in attracting junior officers.

It is concluded that FR experience and FR contacts, as well as fulfillment of the USNR obligation, are desirable factors to emphasize when recruiting junior officers into the NRPAC Program.

Members recommended in 66 percent of their responses against discussion of the non-pay aspects of NRPAC membership, when trying to recruit new members. Another 18 percent said retirement benefits were not relevant to the junior officers who might be considering affiliation. Ten percent said an appeal to patriotism was not in line, and about five percent considered that prestige was not a significant factor to emphasize.

It is obvious to conclude that when attempting to recruit new members into a non-pay unit, pay cannot serve as an incentive in recruiting.

PROBLEMS

The overwhelming problem discussed and brought up in the research which has been devoted to this analysis relates to NRPAC membership.

In the past year, NRPAC membership has declined from 501 members to 396, or a decrease of more than 20 percent. There are several factors which have brought about this significant decline. They include:

1. A great number of officers have retired from the companies, as they have become eligible for retirement benefits.

2. The Navy has exerted a forced attrition program which has resulted in many involuntary retirements. Briefly, the regulations which enforce these attritions state that a captain must retire on completion of 30 years service; a commander at 26 years, a lieutenant commander at 22 years, and a lieutenant at 18 years. There are complicated exceptions to these attrition regulations which relate to promotion opportunities, but their immediate relevancy to this study does not justify such a detailed inclusion.

3. Non-pay billets in the NRPAC Program divert many qualified candidates into other reserve programs which offer pay assignments.

4. Some areas in which NRPACs are established suffer from a paucity of reservists qualified for membership.

Other problems which affect the NRPAC Program from the observations remarked upon by members and NRPAC COs include:

1. The present affiliation of members who are not considered to be qualified.

2. A lack of meaningful projects.
3. The preponderance of senior officers in the membership of some NRPACs.
4. The efforts expended in attending to administration of records and reports required of the NRPACs.
5. NRPAC units which have remained unknown to Navy commands in the same area.
6. Company members who perform most of the project efforts, while others fail to contribute.
7. Lack of Navy funds to facilitate conduct of worthwhile projects.

Other parties involved in this research substantiate the existence of these problems. While they are not pervasive throughout the NRPAC Program, these problems do require remedial action whenever it is feasible.

In examining this Program, other problems have been observed by the author, who was involved with the NRPACs for nearly three years on a District level and has 12 years experience as a public affairs specialist in the Navy. These problems include:

1. Too much emphasis by the NRPACs in devoting their efforts to publicity projects.
2. A lack of awareness by most of the NRPACs, too many of the District PAOs, and CHINFO, concerning the great potential for public relations achievement which is available through NRPAC community contacts.
3. Too little recognition reflected by higher authority at

those projects which can best be accomplished by the individual.

4. The lack of continuity in administration provided by CHINFO's Branch Head for Naval Reserve and Training matters (three officers have held this post in the past year).

5. A lack of comprehensive evaluative efforts, at all levels, directed at isolating factors related to Program success and problems.

6. Too little "feedback" from higher authority to the NRPACs concerning project critiques.

CHAPTER V

RECOMMENDATIONS

The recommendations made in this chapter are set forth as possible means by which problems affecting the NRPAC Program, or a substantive number of individual companies, can be resolved, and the overall Program improved.

Many of these recommendations have been developed from problem resolutions volunteered by NRPAC members, their COs, the District PAOs, and other respondents and participants in questionnaires, interviews and personal correspondence.

In addition, the author has developed recommendations based on observations and conclusions resulting from this analysis, and personal public affairs experience.

MEMBERSHIP AND RECRUITING

The seriousness of the membership problem is recognized by all levels of the Navy. CHINFO, in cooperation with the Bureau of Naval Personnel, has initiated a direct-commission program in the past two years. U. S. male applicants between 19 and 27½ years of age can apply for an ensign's commission, if they have served their basic military obligation and have a baccalaureate degree in journalism or mass communications, or any baccalaureate degree with three years of mass communications or public relations experience. Applicants up to 33 years of age can obtain a lieutenant junior grade commission, if they

possess a master's degree in journalism or mass communications or four years post-baccalaureate experience in a related field. The Navy also will afford "consideration to a limited number of outstanding men who possess a master's degree in any field if they are otherwise qualified". Applicants must also attain a minimum Navy Standard Score of 50 on the Officer Qualification Test, and meet the necessary physical requirements.

The direct-commission officers must agree to improve their professional qualifications as Naval officers by: enrolling in correspondent courses, participation in drilling units of the Naval Reserve, and participating in two-week annual training periods.

Thus far, 159 young officers have been recruited into the Naval Reserve to assist in the support of the Navy's public affairs program.

Fulfillment of the Naval Reserve obligation, and the opportunity to gain public relations experience and make public relations contacts are motivational factors which should be stressed by personnel involved in this recruiting effort.

The Navy should solicit the cooperation of colleges and universities with schools of mass communications and public relations in bringing the NRPAC Program to the attention of students who can qualify for direct-commissions. NRPAC members around the country could assist in this recruiting effort, as well as the cadre of regular Navy recruiters.

Other action related to membership and recruiting is necessary.

CHINFO, in cooperation with the Bureau of Naval Personnel, should make a vigorous effort to familiarize young Public Affairs Officers on active duty, who are about to be discharged to inactive status, with the NRPAC Program. The Navy's Personnel Machine Accounting Installation

at Bainbridge, Maryland is responsible for maintaining pertinent personal data on officers who have been discharged to inactive status. This installation, in coordination with CHINFO, should alert the NRPACs of officers who are located in their areas. Contact by the cognizant NRPAC should be immediately made to enlist the officer's affiliation. FR contacts and experience, as well as fulfillment of the reserve obligation, are important motivational factors which should be stressed in this recruiting effort. NRPACs, whenever able, should volunteer assistance in locating civilian employment for qualified prospects.

CHINFO should thoroughly investigate, with the Bureau of Naval Personnel, the possibility of granting more flexible exceptions to forced attrition of NRPAC members in deserving instances. Many of the members who have been involuntarily retired or discharged from the NRPAC Program possess the qualifications, experience and motivation to provide further significant public affairs contributions. This is especially true of officers between 45-55 years of age, who are established in their civilian occupations and important members in their community.

Additionally, certain reservists, who are terminating their affiliation with other reserve components should be considered for potential membership in the NRPAC Program. Many, who are no longer eligible for pay status, may be attracted by the challenge to be of community service. Careful screening by the NRPAC CO and District FAO must be a key factor in affiliating such members. A high degree of motivation, and an understanding by the member of the specific areas in public affairs to which he can contribute, is essential to this recommendation.

Many NRPAC members, who are retired from the Naval Reserve, continue to be interested in the activities, projects and objectives of the NRPAC Program. Patriotism, a desire to help the Navy, and enjoyment of their associations as NRPAC members, have long overcome such negative aspects of the Program as non-pay. The devotion of these retirees to the Naval Reserve is time tested. NRPAC 1-1 in Boston has recently established a Naval Reserve Public Affairs Advisory Council comprised of retired NRPAC members. It has been approved and chartered by the Commandant of the First Naval District. Members of this advisory group expect to assist 1-1 and the Commandant in certain public affairs problems and programs. Two other such units are being established by Commandants in other areas.

CHINFO should thoroughly examine this concept, and provide it national scope and recognition through official sanction.

It is equally important that membership of the NRPAC Program be comprised of personnel who are motivated, qualified as contributors, active participants, and not "hanging on just to gain retirement points". Inclusion of non-productive members can be detrimental to NRPAC morale and effective productivity of the desirable membership. Many such undesirables are retained in some NRPACs in order to maintain a minimum membership of ten reservists. Failure to maintain such a membership can result in disestablishment of the company. CHINFO should, as it does, intervene with the Bureau of Naval Personnel, when NRPACs making a public affairs contribution are threatened with disestablishment. It is recommended that the arbitrary minimum-ten-member formula be abolished. NRPACs cannot be so stereotyped. A five member NRPAC in Oklahoma City may be contributing as much if not more in its community

than a 25 member NRPAC in another city. Abolition of the ten-member formula removes the temptation by vulnerable NRPACs to enlist or retain the non-producer.

Further, when a NRPAC can no longer function as a unit, it should be disestablished and qualified members placed into public affairs billets with the Group Commander's staff, the Naval Reserve Training Center staff, or as Commandant's local representatives.

LEADERSHIP

The leadership qualities of a NRPAC Commanding Officer have been established as essential to the success of a unit, which is the case in any military or civilian organization.

The interest and motivation of the company's members hinge-- in almost every instance--on the direction and support which emanate from any commanding officer. When members reflect in their questionnaires that the major problem affecting their company is lack of meaningful projects, this adversely comments on leadership. There is no lack of meaningful projects. Opportunity to contribute successfully to the Navy's public affairs program abounds in every community. The entire operational cycle from projects to training to administration depends on the leadership of the commanding officer. It is vital, therefore, that this leadership ability be carefully evaluated before a commanding officer is selected. No system for such selection is "fool" proof, but added evaluation provides the necessary insurance against mistakes.

It is recommended that selection of the NRPAC CO be made within the framework of the following procedure.

Nominees should be interviewed by the Commanding Officer of the local Naval Reserve Training Center, the local Naval Reserve Group Commander, and the current Commanding Officer of the NRPAC. This interview should seek to establish the leadership qualities and public relations knowledge of the nominee, as well as to define his local record for participation and contribution. In addition, motivation should be assessed and it should be assured the nominee can provide the necessary added effort related to commanding his unit.

The results of this panel-type interview should be forwarded to the Commandant for review and appointment. Prior to appointment, however, the appointee and alternate appointees' evaluations should be forwarded to CHINFO. The official records retained at the Bureau of Naval Personnel should be reviewed by a CHINFO representative to validate the appointee's qualification or disqualification. Final appointment as Commanding Officer of the NRPAC would be by the Commandant, and also would enjoy the added prestige of concurrence by the Chief of Information.

PAY

It is recognized that pay for the NRPAC members is severely restricted by current regulations to a long accepted formula--one pay billet for every 15 members. This limited pay status is further affected by the funds allocated to the Naval Reserve by the Navy, and even varies within the purview of each District Commandant.

Nevertheless, the need for more pay billets was cited vigorously and consistently by the members, their COs, the District PAOs, and other echelons of key personnel involved in the NRPAC Program.

The NRPACs are quite unique in comparison to other units in the Naval Reserve. For in their training--that is completion of public affairs projects--the NRPACs are significantly contributing to the Navy's favorable relationships with the public.

A lieutenant commander ably expressed this tenet which was often reiterated in other questionnaires, when he wrote:

For approximately ten years after my release from active duty, I was a member of a surface unit drawing drill pay. Because of my growing business commitments, and being promoted to Lt. Commander, I quickly realized that I was running out of challenging billets in the service program, as I could never be the CO of a surface unit because of my travel schedule. I therefore dropped out and went into this non-pay PAC. I am fairly familiar with the entire Naval Reserve program and of all the units in the entire program, the one that really contributes to the Naval establishment is the Public Affairs Company. Practically everything else has a pure training role. Many specialist units such as Ordnance Div. have pay billets and do absolutely nothing but make boring field trips to manufacturing facilities in the neighborhood and draw down the taxpayers' money. They are a complete waste. I know, because I am in one of these also, and I know that at least 90% of the members agree with me.

A Captain in another area commented:

You can appeal to professional attitudes, patriotism, and all other factors, but as long as you relegate the NRPAC Program to 2nd class reserve citizenships insofar as pay status is concerned, you will not attract ALL of the officers that you could otherwise get. If the PA program is important, and is inherently desirable to work with the many Pay Status Reserve Units--it seems incongruous to have the young PAO working--non-pay--with a young officer member of a reserve unit on a pay status.

Such a relationship is incongruous!

It is recommended that CHINFO vigorously pursue efforts to gain the NRPAC Program more pay billets--for junior officers in particular. These efforts will call for carefully prepared comparative studies concerning the various Naval Reserve pay and non-pay programs and their ultimate service to the Navy, but this single facet of recognition for

the efforts which have been deemed by CHINFO so worthwhile--are considered of great importance to the future viability of the Program.

FUNDS

Funds for public affairs projects conducted by NRPACs are seldom available. Only in rare instances, when the District Commandant can spare appropriations, are limited funds provided to a NRPAC for use in a special project, such as "A Day in the Navy for High School Journalists". Money for special events, transportation, receptions, entertainment, etc. comes out of the pockets of the reservists. Many of those who contribute, do so because they want to help the NRPAC and the Navy to succeed in their public relations endeavors. Some NRPACs pool the money derived from the pay billets assigned to their units, and use this source as a contingency fund to meet the financial needs of their units. This is an unofficial procedure, but has worked in relieving personal financial burdens.

Unless the Navy can in some way provide funds for the special projects which require appropriations, NRPACs should not be expected to execute such projects.

MISCELLANEOUS

NRPACs normally have contact only with the Internal Relations Division of CHINFO. This is the Division which supervises and monitors the administration of the NRPAC Program. NRPAC members frequently can provide "feedback" or useful information concerning their local area, which is important to the public affairs officers who are involved in matters of national scope. News is one example. NRPAC members should be encouraged to contact CHINFO's News Branch whenever an event,

situation or circumstance occurs which is of potential national or international consequence. This advance information can greatly assist CHINFO in the proper implementation of his news responsibility. The same is true of community relations problems and opportunities. The reservist in the local community is in an excellent position to provide invaluable information to the Director of the Community Relations Division for CHINFO. CHINFO's Speech Bureau is another office which can profit from direct contact with the NRPACs. Speaking engagements by Navy officials can be accorded effective support by the local NRPAC.

It is therefore recommended that CHINFO encourage NRPACs to work with other Divisions within the Office of Information, when such action can serve to expedite matters of national significance. Caution, however, must be taken to ensure that any proposed assignments, except in the case of national "spot news", are channeled through the Director of the Internal Relations Division. In every case, the cognizant District PAO should be advised of any CHINFO-initiated assignments or NRPAC contacts.

It is recommended that CHINFO re-instate the annual seminar for NRPAC COs, as soon as funds are available. This is an important means by which information, problems, projects, and objectives can be discussed and evaluated. The seminar provides an excellent opportunity for CHINFO to bring the CO up-to-date with the Navy. It is also a form of recognition, by which the Regular Navy can demonstrate that the work and efforts of the NRPACs are important and appreciated. It further facilitates an opportunity for constructive critique of the overall program on an annual basis.

Junior officers who affiliate with NRPACs have high expectations

that through their membership in a non-pay unit, they will realize additional public relations experience. It is important that these expectations be fulfilled not only for retention purposes, but also for proper training of the junior officers.

These young officers should be involved in accomplishing work in publicity, media relationships, community relations, special events and internal relations projects. Some NRPACs assign each junior officer, for training purposes, to a senior member of the unit. The latter monitors the activities of his young colleague in project work, and counsels him on techniques and proper use of skills. This procedure insures involvement of the junior officer and makes him a participator, as well as a unit contributor. The senior member also derives satisfaction by assisting in individual development. At the same time, the senior utilizes his experience in successful execution of a project.

It is recommended that all supervisory levels in the Program devote specific attention to this fulfillment of expectations and training. Further, a procedure similar to that described should be promulgated by CHINFO.

Commands located in areas served by NRPACs should be better acquainted with the public relations assistance which can be provided by these Specialist Units. It is recommended that CHINFO initiate an information program to achieve this command familiarity. Articles in Direction magazine could point up the projects which are adaptable to NRPAC implementation. Items of Interest, which go to the NRPACs, should point out the importance of becoming acquainted with local Navy commands. In addition, the District PAOs could assist in this effort

by informing local commanders, in their frequent contacts, of the NRPACs. Continuing attention should be devoted to involving the NRPACs in appropriate public relations endeavors taking place in their local areas.

During the past year, three junior officers have held the assignment of Branch Head for Naval Reserve and Training in CHINFO's Internal Relations division. Turnover has been rapid, because of personnel demands created by the Vietnam War. However, frequent turnover in this assignment, which is vital to the entire Program, has been the "rule" rather than the exception. Continuity is basic to proper administration and supervision of the NRPAC Program. Adequate top-level evaluation cannot be performed by individuals who are not thoroughly familiar with all aspects of the Program, as well as comprehensive knowledge of the individual factors which can affect the NRPACs. There is a shortage of senior public affairs specialists throughout the Navy. Priority has to be given to assigning senior PAOs, who could ably serve as the Branch Head, to operational posts at sea and ashore. This shortage is expected to persist.

It is recommended that CHINFO civilianize the billet for Head of the Naval Reserve and Training Branch. Such a billet should be a GS-13 grade level to attract a high caliber specialist. The civilian should be either a Naval Reservist, preferably with a NRPAC background, or a retired Navyman, who possesses extensive professional qualifications in public affairs, as well as experience at the local level.

It is recommended that CHINFO conduct an extensive study of its evaluative efforts related to the NRPAC Program, and those of the

District PACs. CHINFO should also design a Project Report format which facilitates provocative evaluation by the NRPAC CO. The present section of the Project Report calls only for the CO's remarks. This is too general. Although the units are subject to a heavy administrative workload, evaluation is too essential to success to "gloss over". District PACs should also devote more concern and attention to evaluation. Following evaluation by higher authority, "feedback" must be afforded by higher authority. This can be done informally through personal contact, by telephone, or in correspondence. But it must be done!

A REORIENTATION

The strong inclination by many NRPACs to emphasize publicity as the major avenue to public relations' achievement was discussed in the previous chapter. This emphatic use of a single public relations tool may be exacting an exorbitant price in the commodity-exchange of public relations accomplishments. Too often, a publicity release is made and achievement is concluded from the publication of this information in a local newspaper. But what is the achievement? Was it use of the release? Was the release read? Did it facilitate or result in public understanding? And support? Did the release influence the reader, viewer or listener to change or modify his opinions, attitudes or behavior?

A release aimed at giving recognition to a Navyman's performance can be accomplished in some degree. But, if the intended public is expected to accept the Navy's predominant role in the nuclear age, other public relations skills, techniques and strategies must be used. The NRPACs, and the persons who direct or guide their efforts, must

consider the question, "Who is saying what, to whom, and with what effect?", in assessing communications efforts.

This point is made not to discourage the balanced use of publicity in attempting to communicate with the public. Rather, it is intended to dilute overconfidence or too much reliance on this single communication tool.

Significant effect, in the communications process, can result from face-to-face contact and personal interaction. Source credibility has demonstrable impact on opinions under certain circumstances. Such impact can occur in a conversation between two acquaintances, or at a meeting of a college alumni group.

It was concluded in the previous chapter that the NRPACs offer an excellent network of personal contacts in their local communities. This network provides the framework which affords the Navy direct access into the many publics which comprise the varying strata of local community activity. This personal contact can serve as a resonant sounding-board for two-way communication. The reservist is a civilian-Navyman --unique in that he can represent two or more differing publics at the same time.

An action or policy taken by the Navy which has local ramifications can, and sometimes does, fashion adverse public opinion. Those in the Regular Navy, not privy to immediate public reaction of an adverse nature, may not learn of this opinion until it has hardened into attitudes or oppositional behavior. The NRPAC member, already in the local Chamber of Commerce or Civic Redevelopment Association, is a strategic listening post in such a situation. Even if he only "passes the word" to the District PAO, early development of remedial action or

policy modification by the Commandant--equates with a significant contribution on the part of the INDIVIDUAL reservist.

The NRPAC member, as a community representative, can open many doors which could otherwise have been closed to the Navyman who has a problem or proposal.

These same doors open to opportunity in nearly every facet of public relations, as it is conceived, planned and implemented at the local level.

The strength of this community fabric is derived from its individual strands.

It is recommended that CHINFO reorient the employment of the NRPAC Program, so that more profitable application of the NRPACs' community contacts can be achieved.

This will call for CHINFO to alert all levels in the Program to this reorientation. The key here is Navy recognition for the potential these contacts represent and clear definition of how to successfully use that potential.

The NRPACs, in many instances, do not recognize their own strength in this regard. They must be educated, as well as the commands who depend on their assistance, through the Annual Department of the Navy Public Affairs Plan, Navy Public Affairs Regulations, seminars, special meetings with their District PAOs, personal correspondence from the Chief of Information, and whatever other means are available.

Finally, the individual NRPAC member deserves recognition for contributions he can and has made singly to the Navy's public relationships.

It is recommended that each Commandant select from his District, a NRPAC member who has made the greatest individual contribution, during the year, to Navy-community relations. Such selections should be then forwarded to CHINFO, who would select a NRPAC Member of the Year, and provide attendant recognition.

APPENDIX A

Letter of Transmittal to Questionnaire Recipients

Dear Sir:

Prior to reporting into my next assignment as Special Assistant for Public Affairs to the Chief of Naval Operations on 12 November, CHINFO has afforded me an educational leave of absence to complete work on my thesis which is required by Boston University for the Master's degree in Public Relations.

I have selected an Analysis of the Naval Reserve Public Affairs Company Program as my thesis topic. In order to gain additional insight into the NRPACs and how they operate, it is vital to my research effort that I have the benefit of your observations and evaluation of this program.

You can greatly assist me in this effort by completing enclosure (1). I would welcome any more detailed remarks you may wish to volunteer concerning the NRPAC program.

In view of the short fuze deadline I have, I request your cooperation in returning enclosure (1) to me by 28 October, 1968. Thank you.

Sincerely,

J. C. MacKercher

Commander, U. S. Navy

APPENDIX B

Questionnaire for Naval District PAOs

1. How long have you been the Naval District PAO?
2. How many NRPACs are in your District?
3. a. Do you have an NRPAC Program Officer?
b. Is this a full time assignment?
4. How often are you or your NRPAC Program Officer able to attend meetings of the NRPACs?
Regularly_____ Frequently_____ Occasionally_____
Seldom, if any_____
5. What key factors do you consider are responsible for an NRPAC's effectiveness?
6. What, if any, specific public relations skill, technique or strategy do you consider is most effectively used by the NRPACs?
7. a. Are all NRPAC projects assigned by you?
b. Approved by you?
c. What other sources request or assign projects?
8. a. Do your NRPACs initiate projects on their own?
b. If yes, what kind?
9. What particular projects do you prefer to assign to NRPACs?
10. What criteria does the Commandant apply in approving NRPAC affiliation of reservists who are not specialist in mass communications or public affairs?

11. a. What, if any, are the major problem areas for your NRPACs?

b. What are the resolutions for these problems?

12. If you were CHINFO, what major change would you effect in the present NRPAC Program?

13. Additional remarks.

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Questionnaire for Commanding Officers of NRPACs

1. How long have you been CO of your NRPAC?
2. What is your designator?
3. What is your civilian occupation?

Public Relations _____
 Advertising _____
 Reporting _____
 Editing _____
 Other (please specify) _____

Photography _____
 Broadcasting _____
 Telecasting _____
 Publishing _____

4. How many members are in your company?
5. Has your membership increased or decreased during the past three years? Why?
6. What factor(s) do you feel motivates reservists to affiliate with an NRPAC?

7. How often does the Naval District PAO (or his representative) visit your meetings?

Regularly _____ Frequently _____ Occasionally _____ Seldom _____

8. How many projects have been assigned to or requested of your company in the past year? _____

By CHINFO _____ Commandant _____ Recruiters _____
 COs of commands in your areas _____ COMNAVRESTRACOM _____
 CNARESTRA _____ Others (please specify) _____

9. How many and what types of projects has your company initiated this year?

10. a. Based on the experience and skills of your membership, what type of project can you best plan and execute?

b. What type of projects can you least support? And why?

11. a. What goal, responsibility or project would you add to the Navy's NRPAC program?

b. And delete?

12. a. In what area of public relations, does your company possess the most effective skill?

b. The least effective skill (if any)?

13. What key factor do you consider is responsible for an NRPAC's effectiveness?

14. a. What is the major problem affecting your NRPAC?

b. How can it be resolved?

15. If you were CHINFO, what major changes would you effect in the present NRPAC program?

Questionnaire for NRPAC Members

1. How long have you been in an NRPAC?
2. a. What is your rank?
b. Your designator?
c. Your mobilization billet (if any)?
3. a. How many acdu training periods have you taken?
b. In what type of command

CHINFO _____
Nav Dist _____
Fleet _____

Shore _____
Mobilization billet _____
Other (please specify) _____

4. What is your civilian occupation?

Public Relations _____
Advertising _____
Reporting _____
Editing _____
Motion Pictures _____

Photography _____
Broadcasting _____
Telecasting _____
Publishing _____
Other (please specify) _____

5. What three factors most motivated your affiliation with a NRPAC?
(please assign number from one to three indicating importance of factor)

Fulfill USNR Obligation _____	Patriotism _____
Gain PR Experience _____	Prestige _____
Make PR Contacts _____	Retirement Benefits _____
Other (please specify) _____	

6. What factors are responsible for your retention(in order of importance)?

7. Why do you think reservists terminate their affiliation with NRPACs?

8. Have you gained public relations experience as a result of your NRPAC affiliation? If so, in what area?

9. a. Is this skill normally employed by the NRPAC?

b. If not, why?

10. a. Does your NRPAC receive adequate guidance from higher authority?

b. If not, what kind of guidance or assistance is necessary?

11. Please indicate civilian organizations to which you belong and are ACTIVE.

FRSA	_____	Naval Reserve Assn.	_____
Professional	_____	Church	_____
Societies	_____	Civic (neighborhood,	_____
Press Club	_____	etc.)	_____
Ad Club	_____	Kiwanis, Rotarians,	_____
Alumni	_____	etc.	_____
PTA	_____	Fund Drives	_____
Youth (Boy Scouts,	_____	Political	_____
Little League, etc.)	_____	Veterans	_____
Fraternal (Elks, etc.)	_____	Labor	_____
Chamber of Commerce	_____	Other (please specify)	_____
Navy League	_____		_____

12. How many times have you held office in any of the above organizations? What offices?

13. a. What type of project can your NRPAC most effectively plan and execute?

b. Least effectively (if any) and why?

14. a. If you were recruiting a junior officer into your NRPAC, what motivational factor do you consider could most effectively be employed to gain his affiliation?

b. Least effectively and why?

15. What is the major problem affecting your NRPAC?

16. How can it be resolved?

17. What key factor do you consider is responsible for a NRPAC's effectiveness?

18. If you were CHINFO, what one major change would you effect in the present NRPAC program?

(Use Other Side)

Questionnaire Concerning Naval Reserve Public Affairs Companies

1. Approximately how many members are in the Naval Reserve Public Affairs Company in your city?
2.
 - a. Do you have a PAC on your staff?
 - b. Does he meet with the NRPAC?
 - c. Do you ever attend any of the NRPAC meetings?
3.
 - a. How many projects have you assigned to the NRPAC this year?
 - b. Were they satisfactorily completed?
 - c. What did the projects involve?
4. What field of public relations can the NRPAC in your area most effectively plan and execute?

Publicity _____	Internal Relations _____
Special Events _____	Reserve Recruiting _____
Community Relations _____	Regular Recruiting _____
Other (please specify) _____	
5. What type of assistance not now available to you would you most desire from the NRPAC?
6. Are you aware of any problems that the NRPACs are experiencing? If yes please describe.
7. How could these problems be resolved?

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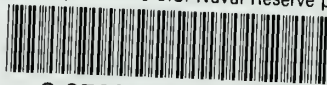
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